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# Work for tomorrow

Employment Opportunities for the '80s



HOUSE OF COMMONS  
CANADA

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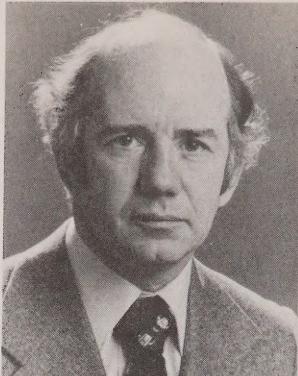


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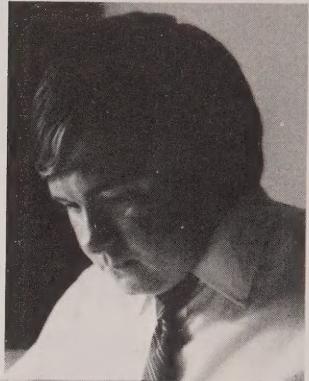
# Work for tomorrow

Employment  
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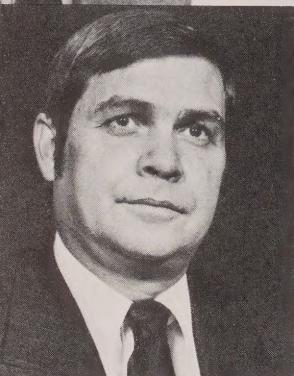
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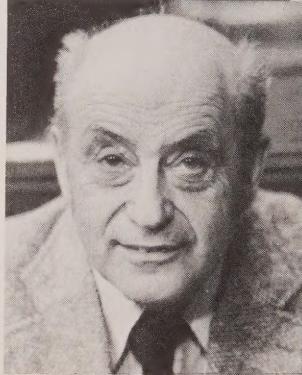
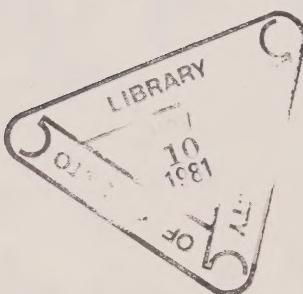
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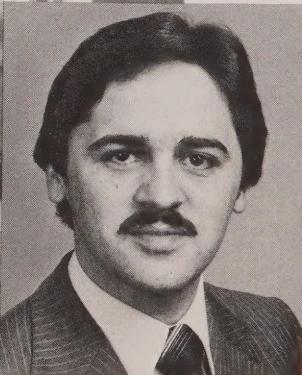
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# Task Force on Employment Opportunities for the '80s

## INTRODUCTION & SUMMARY

This Task Force was established by Parliament on May 23, 1980 to study the serious shortages of certain critical skilled trades in Canada and the mismatches in the labour market where these shortages and high unemployment exist side by side. Employers cannot find the skilled workers they need—and many workers cannot find the employment they need—often in the same region. The Task Force was to enquire into the causes for these shortages/imbalances and recommend corrective action. This required a critical analysis of existing employment and training policies.

This was not the first study of these or similar problems, nor the only one in 1980-81. The Minister of Employment and Immigration established the Task Force on Labour Market Development which reported in July 1981. Ours was one of the few, however, made up of elected Members of Parliament, from three political parties and all regions of the country, which examined the subject through open public meetings.



As a consequence, this is a report based on evidence from the grass roots. It is not an academic treatise or an article for a learned review. It does however reflect the deep feelings of Canadians at all levels about matters which closely touch their lives—their work, their careers, their life-roles in this great country.

When the Task Force started its work it was very much aware of the divided federal-provincial jurisdiction in this field. The provinces have jurisdiction in education and social services; the federal government in interprovincial industrial and employment policies, mobility and unemployment insurance. However, if our economy is to prosper, trained workers are essential; and it is impossible to isolate in water-tight federal or provincial compartments the many policies required to meet this challenge. It is important in Canada to respect the different levels of jurisdiction, but without close cooperation and coordination our economy will flounder—and in particular we will fail to supply the skilled workers necessary to meet our industrial requirements.

Consequently, when citizens' groups appeared before the Task Force they dealt with their real, everyday problems as employers or employees and recommended many changes to us. They were not concerned with the fine lines between federal and provincial jurisdiction. They wanted action for improvement by all concerned—governments, educational authorities, employers, and unions—and we have for the most part reported as it was told to us.

As a result, some of our recommendations are general, directed to those involved in the public and private sectors. Some are directed to governments at all levels, and some just to the Federal Government. As elected Members of Parliament we will have the advantage of following up on these recommendations especially at the federal level. We can do this in question periods, committees, and in special debates.

While our report is the principal product of the Task Force hearings it is not the only result. The public hearings themselves acted as a stimulus for public policy discussion in the many communities we visited, and brought to light points of view and insights not previously examined. Consequently corrective action was being taken on some of these matters well before the publication of this report and some of our recommendations have been "scooped".

Finally, I want to thank all those involved in this exercise, the members, the staff, and the witnesses. The members, although from three political parties, were objective, probing, creative and generally non-partisan. Our administrative and research staff, though small in numbers, were big in assistance and production. The witnesses, both those who appeared and those who submitted briefs, were generous with their time, information and suggestions.

The Hon. Warren Allmand, M.P.  
Chairman  
Employment Opportunities for the '80s

## Principal findings:

**1** There are shortages of skilled workers in Canada especially machinists; tool and dye makers; welders; electronic technicians; computer specialists; nurses; physiotherapists and occupational therapists; business and institutional managers; financial analysts and engineers (see Ch. 2). A high percentage of the skilled work force is over 40 and there are insufficient new entrants.

**2** These shortages exist side by side with unacceptable rates of unemployment, but the mix varies in different parts of the country. There are several regions where unemployment is the principal problem—not the shortages. (Ch. 1). Employers, counsellors, educators, government officials and others reported that the work ethic was strong in Canada among all ages and in all regions.

**3** Generally these shortages are due to a lack of training, negative attitudes, social barriers, declining birth rates and lower immigration. Some evidence indicated that less than 20% of Canadian industry did any substantial training on the job (Ch. 5). Many employers did not train because it was easier and less expensive to get skilled personnel through immigration. Others did not train because they felt neighbouring employers would pirate their skilled workers. (Ch. 7).

**4** In the longer run, shortages are also due to inadequate employment, training and industrial policies and the lack of coordination among all levels of government and between the private and public sectors. (Ch. 4).

**5** Despite the declining birth and immigration rates the labour force will continue to grow in the '80s but at a slower rate than in the '70s (2.1 percent down from 3.2 percent). This growth will be due to increased participation rates for women, Indians and other Natives, and older workers.

**6** Unless significant changes take place, the rate of unemployment during the '80s will remain at approximately 7 percent. Notwithstanding the declining labour force growth rate, it appears that the rate of new employment will also decline. (Ch. 2).

**7** Nevertheless, for those who are properly trained there will be many interesting employment opportunities—especially in electronics; computer science, programming and maintenance; engineering; energy development and conservation; management; finance; health services; and biotechnology. (Ch. 2).

**8** With an even more rapidly developing technology, it will be essential to have continuing education systems where individuals can train, retrain and upgrade throughout their entire lives. (Ch. 8).

**9** Since 28.4 percent of Canadians are functionally illiterate and a large number of these are unemployed, a special effort will have to be made to prepare these persons for higher skills training. (Ch. 4).

**10** Women, Natives, and the handicapped are under-represented in the skilled trades and professions. (Ch. 11).

**11** Apprenticeship rules are too inflexible and their criteria outdated; they are not sufficiently attractive to many Canadians. (Ch. 7).

**12** There are shortages of instructors for training in the skilled trades and too much of the training is on obsolete machinery and equipment. (Ch. 7).

**13** Many Canadians do not train or retrain because there are inadequate allowances and other support measures to maintain them and their families during the training period. (Ch. 9).

**14** Many unemployed but skilled Canadians will not move from labour surplus to labour shortage areas because of inter-provincial barriers, housing costs, varying standards, non-portability of pension and other benefits, schooling, language, inadequate mobility allowances, and a general lack of information about the new job and the new community. (Ch. 10).

**15** There is a growing movement to part-time work, shared work, and flexible retirement. (Ch. 10).

**16** While many of the new and larger employment projects (resources, pipelines, communications) are in the North and other remote areas of Canada, little is done to train Indians, Inuit and other local people for these jobs and otherwise equip them to take advantage of these opportunities. (Ch. 11).

**17** There is inadequate information in Canada for those who wish to plan training programs or counsel prospective trainees. (Ch. 13).



## **Summary of major recommendations:**

N.B.: This is only a summary of the major recommendations. For the full text read the complete recommendation referred to.

**1** There should be a **National Council of Employment and Training Ministers** to better coordinate federal and provincial programs and to implement a national employment and training plan. (Rec. No. 159).

**2** The Federal Government, with the provinces, should pursue the goal of **full employment\*** (Rec. 1) and adopt an **industrial strategy** linked to employment and training policies. (Rec. 2).

**3** Governments and the private sector should take steps to correct **negative attitudes** to blue-collar trades (Rec. 10); to place a high priority on **on-the-job training** (Rec. 22); to provide more **instructors** (including older workers) for technical training (Rec. 44, 46, 47); to make available up-to-date **machinery** and equipment for training (Rec. 48 to 51, 61); to reallocate **resources** to courses offering the greatest employment opportunities (Rec. 68); and to establish a **continuing education** system where an individual can retrain and upgrade throughout a lifetime (Rec. 65).

**4** The Federal Government should continue to fund **direct job-creation** programs in areas of high unemployment but always with a training element (Rec. 12); reaffirm its commitment to eradicating **functional illiteracy** (Rec. 14); provide assistance to basic **adult education** and job readiness (Rec. 64); expand the **Critical Skills Training Program** (Rec. 41); continue assistance to **post-secondary education** with priority to skills shortages (Rec. 54, 55); permit those on **unemployment insurance** to pursue further education, training and retraining when this is related to skill shortages (Rec. 66); reintroduce its program to assist **cooperative education** (Rec. 76); and increase considerably the number of places for co-op students in the federal government (Rec. 78).

**5** In order to ensure training in industry the Federal Government should adopt a "**payroll tax-credit**" system\* (Rec. 40), as well as a system of **contract compliance**\* (Rec. 42).

**6** **Apprenticeship programs** should be modernized and expanded (Rec. 25) to provide for entry at an earlier age (Rec. 26), geared to the meeting of standards, not to a time frame (Rec. 27), open to women (Rec. 28) and changed to assure completion of course (Rec. 29) and provide transferable skills (Rec. 36).

**7** The federal **Occupational Training Programs** should be more flexible, allowing more local decision-making (Rec. 70) with respect to qualifying age and education, time in the work place, and length and choice of course (Rec. 71).

**8** In order to encourage more retraining, the Federal Government should increase **living allowances** to cover essential living expenses for the trainee and his/her family (Rec. 79); provide **daycare** to parents (Rec. 80) and **travel and shelter** assistance to those who must train in another community (Rec. 81); revise the **Canada Student Loan Program** to cover all training programs (Rec. 82); provide **forgiveable loans** to those willing to commit themselves to an employer for 2 or 3 years (Rec. 85); and establish a **Registered Education and Training Savings Plan** (Rec. 88).

**9** To encourage **labour mobility**: governments should permit the deduction from taxable income of expenses related to relocation (Rec. 89); increase mobility grants for the unemployed moving to areas of labour shortages (Rec. 93); expand the Red Seal program to include more trades (Rec. 96); and provide more bilingual education (Rec. 100).

**10** Employers wishing to import skilled workers must commit themselves to a long-term training plan for Canadians (Rec. 102).

**11** In order to make use of all labour resources in Canada, the Federal Government should introduce **affirmative action** programs and **contract compliance**\* to increase the training of women, Natives, minorities, and the handicapped (Rec. 105).

**12** Outreach programs for women, Natives, minorities, and the handicapped should be continued and expanded (Rec. 109).

**13** There should be an Indian economic and employment strategy together with an Indian education and training strategy developed by Indians (Rec. 122) and a five-year **Indian Development Fund** (Rec. 123).

**14** For northern and remote areas the Federal Government must establish innovative, mobile, regionally based training centres (Rec. 126).

**15** In addition to improved labour market forecasting, there must be a better means of disseminating the **information** obtained to training planners and career counsellors (Rec. 175).

**16** There should be a **National Labour Market Institute** to provide analysis and advice on employment and training policies (Rec. 163).

# Recommendations of the Task Force on Employment Opportunities for the '80s

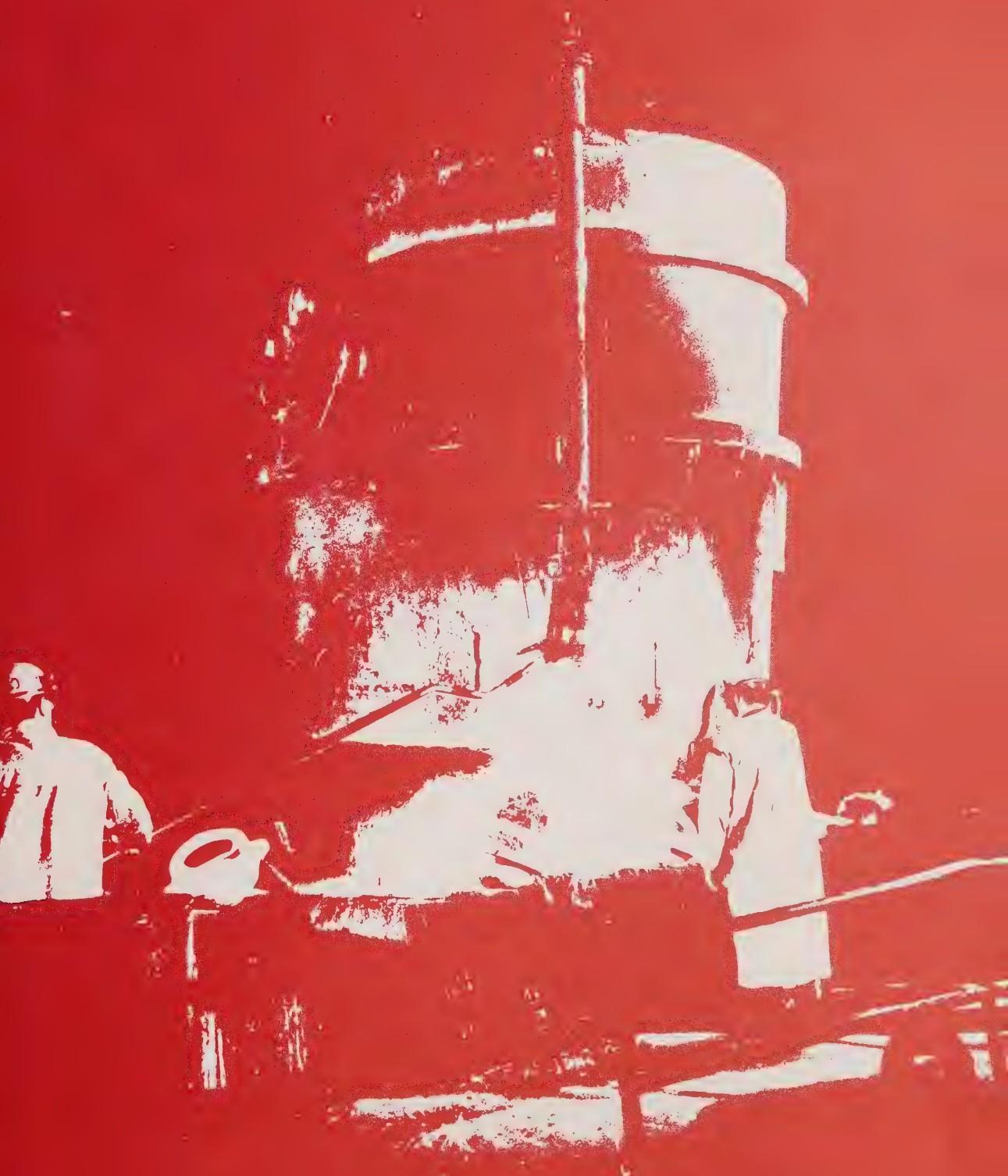
- 1** The Federal Government, in cooperation with the provinces, should seek the goal of full employment in Canada and maximize opportunities for all Canadians to obtain satisfactory work which will contribute to our national growth and individual well-being.
- 2** The Federal Government, with the provinces and the private sector, should adopt a better-articulated and better-coordinated industrial strategy, which would be linked to employment and training policies; and more effective mechanisms should be established to determine which industries should receive greater or less government support and funding.
- 3** Governments should provide more assistance to research and development at both industry and university levels. If we are to continue developing our technology and meet the shortages of skilled labour and professionals, this basic research and development is necessary and requires funding at all levels.

\*A dissenting view can be found following Recommendation 1 in the body of the Report.



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- 4** The Federal Government should explore the desirability of encouraging industries to purchase an increasing amount of their equipment and machinery in Canada—and give greater support to involving more Canadian companies in research and development of Canadian-made equipment and machinery that will supply industrial and resource development needs.
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- 5** With respect to major construction projects, there should be more, and improved, communication among federal and provincial governments, the construction industry and unions, to even out the extreme swings in construction activity, and thereby avoid alternating employee shortages and unemployment.
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- 6** As a country endowed with many navigable lakes and rivers and bordered by three oceans, Canada should give more attention to employment in shipping and shipbuilding. In consultation with industry and labour, the Federal Government should develop a long-term plan with respect to this sector, and should consider the advisability of encouraging the development of a Canadian Merchant Marine.
- 
- 7** Under present Canadian anti-dumping legislation, foreign companies can dump products on the Canadian market below cost and thereby underbid Canadian companies tendering on Canadian contracts. In turn, this leads to layoffs and other dislocation in Canadian industry. Therefore, Canadian anti-dumping legislation should be amended to better protect Canadian industry and employment from the dumping practices of other nations. In this respect, we are recommending measures fully compatible with the GATT agreement.
- 
- 8** When there is long-term potential for certain industries in Canada due to our physical and human resources, such as resource processing, wood and paper products, food products and others, and there are sufficient markets in which to sell these products, the Federal Government should introduce temporary assistance for these industries in order to expand long-term employment opportunities.
- 
- 9** Policies for creating employment and regional development in slow-growth areas of Canada should be continued and expanded.
- 
- 10** Governments and the private sector should take steps to correct the persistent negative attitude towards blue-collar skilled work in many regions of the country. This should be done in schools, colleges and universities through the curriculum and the counselling services; and as more training possibilities become available, the Federal Government should conduct a special publicity and promotion program pointing out the advantages and value of blue-collar work.
- 
- 11** Publicity should highlight the wage difference between the skilled and unskilled. This will attract more Canadians to blue-collar training and jobs.
- 
- 12** The Federal Government should continue to fund direct job-creation programs in areas of high unemployment, but these programs should be longer-lived and simpler. They should contain some training element in order to provide the employee with some long-term employment prospects.
- 
- 13** Where possible, the government should utilize local individuals, associations and groups to carry out job counselling, placement and job-creation programs, including the successful Outreach programs which have been targeted to special or disadvantaged groups, such as women, the handicapped, and Native people.
- 
- 14** Recognizing that education is a provincial responsibility and that functional illiteracy is a complex problem with no simple answer, the Federal Government should reaffirm its commitment to erase the functional illiteracy that presently exists for many. The Federal Government can work together with the provinces and interested groups to provide facilities and resources to deal effectively with this problem.
- 
- 15** The Canadian Employment and Immigration Commission should increase, not reduce, its participation in the Basic Training Skills Development program (BTSD) and/or, in cooperation with other organizations, provide increased funding to help reduce the Canadian illiteracy problem.
- 
- 16** Canada should adopt a ten-year **National Right-to-Read Program** operated by the federal and provincial governments and private and voluntary organizations which would involve a major increase of funds for such programs as BTSD.
- 
- 17** Canada should adopt a major government publicity program outlining the need to wipe out illiteracy and promote the organization of volunteer teachers for one-to-one teaching, and radio and television programs aimed at improving the basic skills of illiterates.

- 18** To win the fight against functional illiteracy, it is recommended that:
- (a) the National Council of Education Ministers establish national achievement certificates for reading, writing and arithmetic in both official languages, so as to achieve basic literacy standards in Canada. It is also recommended that the development of this certification be a high priority of the Council;
  - (b) the Federal Government cooperate with the provinces in the development, production and distribution of teaching aids and materials for adult literacy training; and these aids and materials be adaptable for use in such places as homes, factories, community halls and churches;
  - (c) the Federal Government cooperate with the provinces to provide training programs for community teachers or para-professional teachers who could work with functional illiterates, especially in remote communities and outside the classroom;
  - (d) individuals not lose their Unemployment Insurance benefits while they are on basic literacy training.
- 
- 19** Information on the various programs for functional illiteracy should be prepared and presented so as to attract and be understood by the people for whom they are intended. In particular, the program and educational materials should be understood by Indians and Inuit as well as by immigrant groups in Canada. In this respect, such an information program would best be presented on radio and television rather than through the print media.
- 
- 20** While there is a danger that too narrow a high school curriculum might not fit the needs and careers of some students and could lead to even more dropping out, there should be a greater concentration on mathematics, reading and writing as part of a good basic education. The educational authorities should take steps to re-introduce better, more concentrated programs in these subjects. People who have left school and lack these skills should be encouraged to take courses to upgrade their knowledge to levels which would permit them to take courses in occupations where there are shortages of skilled people.
- 
- 21** Since many individuals are not well prepared for training programs, governments should increase the financing of pre-trades training, job readiness training and job orientation training. These courses should be offered by the CEIC training and retraining programs as well as in the schools and in apprenticeship programs.
- 
- 22** Governments must give on-the-job training a much higher priority, and should provide a greater number of on-the-job training sites in government departments and agencies and in crown corporations. Business and labour should be encouraged to provide more on-the-job training if we are to solve the problem of our increasing skill shortages.
- 
- 23** In order to achieve more on-the-job training, the Federal Government must encourage more cooperation among business, government, union and education; to this end, it must help establish industrial training advisory boards or the equivalent throughout the country.
- 
- 24** Where the need exists, governments should encourage and assist in providing industrial training centres, to be run cooperatively by several companies in the same industry (such as are presently found in Hamilton and Windsor, Ontario). Such centres would provide more advanced skills training for those leaving vocational and technical schools so as to better meet the needs of both trainees and industries. Industrial training centres should be open to employees of participating firms and to CEIC referrals as well.
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- 25** Apprenticeship programs should be up-dated and expanded to meet the need for skilled workers in Canada. To this end, there must be more discussion and cooperation among governments, industries, unions, and educational authorities.
- 
- 26** A greater effort must be made to provide enrollment in apprenticeship programs at an earlier age. In this respect, there should be expanded, better-coordinated efforts linking high schools with apprenticeship programs.
- 
- 27** In order to meet the shortages of skilled workers, apprenticeship programs should be shortened to two or three years wherever possible, and training should be more in line with realistic industry requirements, not simply tailored to satisfy a fixed time-frame. These changes should be made with the agreement of both labour and management.
- 
- 28** In order to deal with the increasing skill shortages in this country, apprenticeship programs must welcome more women. There should be recruiting programs directed at women in secondary schools, and support systems provided in industry for women, so that they will be attracted to this kind of training and work.
- 
- 29** In order to attract more Canadians into apprenticeship programs, there must be assurances that these programs will be completed without the threat of layoffs during an economic downturn. With the co-operation of labour and management, should a layoff be unavoidable, the apprentice would be transferred to schools wherever possible for continued education in the same line of work—or to other firms in need of apprentices. As a last resort, apprentices could be protected from layoff by legislation.



- 30** Governments, industries and unions should work together to ensure that training programs continue during economic downswings. In this way, there would be a continuous supply of trained personnel available for the upswing periods that follow.
- 31** Governments should help apprentices and other trainees to return to institutions for training or assist their transfer to other companies if the original training company declares bankruptcy or for any other reason has to close its doors.
- 32** The qualifications for apprenticeships and other skilled trades training should be reviewed to see that they are neither too high nor too low for the work that has to be done. If the qualifications are higher than necessary, they may discourage individuals from entering the trade and helping to resolve shortages. On the other hand, if the qualifications are too low, that will only add to the cost later on when further training is required.
- 33** Governments should subsidize or assist in paying for the initial periods of on-the-job training and apprenticeship programs because they are equivalent to general education and provide transferable skills to be used in the workplace. The entire financing of this type of training and/or education should not be left to industry and trainees alone.
- 34** Since apprenticeship training should provide a balanced mix of on-the-job training and institutional training, there should be an effective program for alternation between presence in industry and presence in the institution. This would vary depending on the trade, the location of the industrial and institutional sites, and conditions in the industry. It would also require close cooperation between industry and education, and these should be in touch with each other frequently, preferably through industrial advisory training boards or community employment councils.
- 35** The institutional part of apprenticeship training should provide sound academic training in the trade being learned, as well as the necessary general, physical and cultural education.
- 36** Since we are moving into an age of greater technological change, apprentices should be provided with a sensible foundation in transferable skills (skills which can be used in more than one industry) so that they will be able to adapt and retrain throughout their working lives.
- 37** Specific grade entrance requirements for apprenticeship are often restrictive. These should be made more flexible and take past experience into consideration.
- 38** The National Council of Employment and Training Ministers should see which laws and programs could be changed so that apprentices could take part of their training in other provinces. This would provide for a continuing program in the event of a layoff, the closing of the sponsoring firm, or a move to another province by the apprentice's family.
- 39** The apprenticeship model should be expanded to include the newer trades, to assure higher quality and higher standards to meet modern demands for those trades and skills.
- 40\*** To help finance industrial training, the government should establish a refundable tax on salaries, wages and other remuneration (a payroll tax-credit system) in the following manner:
- (a) A payroll tax should be applied to employers, equal to a designated percentage (perhaps 0.5%) of their payroll.
  - (b) Any amount of money up to the designated percentage of payroll spent on training approved by existing training authorities, or training leading to a degree from a recognized educational or training institution, should be credited against the payroll tax.
  - (c) Any amount spent on approved programs as in (b) above, beyond the designated percentage, should be treated as a business expense and made deductible from income at an agreed-upon incentive rate of perhaps 1.5 times the expenditure which is over the designated percentage. Money spent up to the designated amount would continue to be treated as a business expense in accordance with current taxation practices.
  - (d) If a firm has no tax payable in a given year, training expenditures above the designated percentage may be carried forward or backward and treated as in (c) above.
  - (e) There should be exemptions for firms with less than ten employees and for firms where training is not required or not possible.
  - (f) The government should continue to operate training programs, particularly in order to provide assistance and incentives to firms which could not otherwise afford to train.

- 41** There should be a system of support measures for on-the-job training provided through grants and subsidies to industries which train for critical-skill shortages. This would be an expanded program based on the Critical Skills Training Program. However, these grants would only be given to certain companies throughout the country chosen for training purposes and it would be expected that in many instances they would train beyond their own needs, for the industry in general.
- The decision as to which companies should train and which trades should be chosen for grants and subsidies under the previous recommendation would be made by both the provincial and local employment councils.
- 42\*** There should also be a system of contract compliance for government procurement under which the Federal Government, where large orders are concerned, would give preference to those companies which had approved training programs.
- 43** Steps should be taken to encourage more skilled tradesmen and professionals to become full-time instructors and teachers in technical and vocational institutions. Therefore, there should be higher salaries or a bonus for those who teach or instruct. Very often it is hard to attract or keep teachers because of the high salaries they receive at work as practising skilled tradesmen.
- 44** Steps should be taken to keep older workers, if necessary, past retirement age on a full-time or part-time basis to act as instructors and teachers for the younger apprentices and trainees entering the field.
- 45** Industrial instructors and teachers should be given appropriate leave to keep in touch with the practical side of their trades, to become familiar with new equipment and teaching methods, and to be retrained in new technologies.
- 46** Where necessary, employers should lend their instructors to vocational and technical institutions on a part-time or full-time basis in order to meet the teacher shortages in vocational and technical schools.
- 47** In order to train the large number of students that are required to meet our industrial needs, governments should provide more incentive and support for increasing the number of instructors, teachers and professors at community colleges and universities, including support for the retraining of teachers in trades which are becoming obsolete.
- 48** Steps should be taken to encourage industry to make equipment available for training programs during off-hours and holiday periods.
- 49** Where governments have equipment as part of their operations, they should likewise take steps to share that equipment for training during off-hours and vacations. This is particularly desirable where government agencies such as the Department of National Defence, RCMP, Transport and Environment have facilities in smaller communities and remote areas.
- 50** Governments and educational authorities should make arrangements with companies providing vendor-training programs to make better use of their equipment and instructors. ("Vendor-training" is the training provided by some companies in the operation and repair of machinery and equipment which they sell.)
- 51** Governments should grant accelerated depreciation allowances to companies using equipment and machinery for training purposes.
- 52** The Federal Government should treat training as an investment for the government service and for the Canadian economy, and should spend more money on training to national standards with portable skills, so that its employees will be better qualified for the private sector.
- 53** The Federal Government should make a national, regional and local inventory and evaluation of all its training programs and institutions to ensure that they are being used to their greatest capacity. These training institutions and training programs should be used in cooperation with those existing in the private sector, so that there is better coordination of training in Canada.
- 54** The Federal Government should continue its program of assistance to post-secondary education.
- 55** Where the Federal Government is involved in direct funding for post-secondary education, an effort should be made to ensure that the money is being used for the purposes intended and, in particular, that priority is given to the shortage of skills which exists now and will continue into the next decade.
- 56** The National Council of Employment and Training Ministers should examine how this assistance could be provided to universities, community colleges, technical and vocational institutes and apprenticeship programs in a parallel way.

**57** The Federal Government should plan for the multi-year funding of selected training programs to meet upcoming national needs for skills which will be in short supply and are urgently required in light of national policies. As an alternative, the Government could increase its available funds for certain high-priority skill training programs for areas experiencing shortages, such as the metal trades, computer science and applied electronics. These funds would be available to the Canada Manpower Industrial Training Program.

**58** Governments and post-secondary institutions should attempt to re-allocate resources towards programs offering the greatest employment opportunities in the '80s.

**59** Governments should encourage the development of high technology institutions such as the Southern and Northern Alberta Institutes of Technology, Ryerson Polytechnical Institute and the École de technologie supérieure de Montréal.

This could be done by converting institutions presently under-used or by adding to existing institutions. The training and education provided by these institutions in such areas as engineering, technology, finance and accounting, machinery and equipment design and other occupations in high demand would help lower our high ratio of engineers to technicians and technologists. This would be a better use of our highly educated and qualified personnel. However, the changes would have to be made in cooperation with engineering and other professional bodies to encourage the use of these technologists.



- 60** Academic credit should be given for apprenticeship and other training programs, so that journeymen and others involved in such programs could proceed more directly to degrees or certificates in institutions of higher learning.
- 61** Community colleges, CEGEPs and technical institutes must be properly financed to purchase the modern machinery and equipment for up-to-date instruction.
- 62** There must be a greater flexibility for persons collecting unemployment insurance so that they can pursue further education, retraining and upgrading while keeping their unemployment insurance benefits and any additional support allowances which might be needed—when their education and training is related to current skill shortages, or future employment opportunities.
- 63** In certain regions of Canada where the money intended for on-the-job training cannot all be used because of job shortages in those areas, this money should be redirected to institutional and other types of training that are available.
- 64** The Federal Government should work with the provinces in providing more assistance for basic adult education and continuing-education programs when these relate to literacy, job readiness and skill shortages.
- 65** Governments must encourage a continuing educational system which individuals can enter and leave throughout their lives. This should facilitate retraining and upgrading as well as late entry into training programs. They should remove all barriers which discourage mature students from returning to school and completing training or retraining programs.
- 66** The Federal Government should encourage, through enriched tax incentives to employers and employees, paid educational leave for training, retraining and upgrading, when such programs are directed at skill shortages and selected employment opportunities.
- 67** The Federal Government should increase its cooperation with the provinces and the private sector in sponsoring upgrading seminars for professionals and technicians. These should be particularly directed at new teaching techniques, new equipment and new technologies.
- 68** Governments, educational authorities and private-sector donors should review their funding for education and training to make sure that those faculties and disciplines that will be in the greatest demand during the '80s will benefit most from their funding.
- 69** In order to ensure that there is sufficient training and education in both official languages throughout the country, the Federal Government should support, where numbers warrant, the development and maintenance of regional community colleges working in the local minority language, either independently or in association with majority-language institutions.
- This would provide training for Canadians in their own language in all regions of the country and help those who wish to become more bilingual for the sake of greater mobility.
- 70** In its Occupational Training Programs the Federal Government should be more open to local decision-making based on input from community and regional employment councils.
- 71** Occupational training programs should consider regional and local needs in setting such criteria as the minimum age, education and number of years in the work force necessary to qualify for entry into a program, and in determining the length and choice of courses. They should deal with industrial as well as institutional training. Within certain parameters the authority to change these standards should be left with the local employment councils.
- 72** The Federal Government should eliminate any age requirement and any across-the-board minimum education requirement for entry into institutional training. The Government should drop the requirement that the applicant must be out of school or in the work force for at least one year. It should also allow more basic-education, literacy and job preparation courses under the program.
- 73** In order to provide more stability in planning and better continuity of personnel for training programs under the Adult Occupational Training Act, training contracts should not be subject to yearly renewal. They should continue, with one year's notice required for proposed changes in the total amount of training dollars available, and with at least three months' notice for minor changes in the contracts.

- 74** In addition to permitting training contracts with employers, the Adult Occupational Training Act should be amended to allow training contracts with privately run schools and colleges, non-profit voluntary associations and trade unions, when these are available and up to standard.
- 75** The Federal Government should re-introduce the Training Improvement Program (TIP) to assist post-secondary educational institutions with the purchase of educational aids and programs related to skill shortages.
- 76** The Federal Government should re-introduce programs to assist cooperative education, since it is a more expensive model than ordinary education and additional funds are needed to search out employment for the co-op students and to supervise their work in business and industry.
- 77** The Federal Government should encourage employers to provide more training positions for co-op students, possibly through the use of tax incentives and deductions.
- 78** In 1981, the Federal Government provided approximately 750 places for cooperative-education trainees. To set a good example for the private sector and to confirm its commitment to the cooperative-education system, the Government should greatly increase the number of places available for co-op trainees in the various government departments and agencies and Crown corporations.
- 79** The Federal Government should provide increased living allowances for persons in training, retraining and upgrading programs to a level adequate to cover essential living expenses for the trainees and their families.
- 80** If trainees are parents or, in particular, single parents, it is essential that the support they receive includes adequate daycare programs to care for their young children while they are on training, retraining and upgrading courses.
- 81** The Federal Government should provide sufficient travel and living allowances to trainees who must travel a considerable distance for their training program, especially if it is in another town or city.
- 82** The Canada Student Loan program should be revised to include all accredited training, retraining and upgrading in institutions or in industry. The highest priority should be given to those who take training for trades where there are skill shortages or where employment opportunities will increase in the '80s.
- 83** The Federal Government should re-examine all its programs for scholarships, fellowships, bursaries and the funding of university chairs, in order to direct some programs more specifically to the industrial and business needs of the country and to occupations where there are skill shortages.
- 84** Governments should encourage the private sector to re-examine its scholarship and bursary programs with the same objective as in Recommendation 83.
- 85** Governments and the private sector should consider a program of forgivable loans for training in trades and professions where there are shortages, with the condition that the recipient of the loan must work for the lender-employer for a period of time (perhaps two or three years) following graduation, or be obliged to repay the loan.
- 86** The Federal Government should list the major private and public bursaries, scholarships and fellowships and publicize these widely across the country through the Employment Centre job bank and other media, so that Canadians may be more fully aware of what is available and be in a better position to take advantage of it.
- 87** If a higher priority is to be achieved for skilled trades, then scholarships for apprentices and technical trainees should be awarded in the same way as they are in other post-secondary fields of education.
- 88** In order to encourage people to leave work for training and retraining throughout their lifetimes, the Federal Government should establish a Registered Education and Training Savings Plan similar to the RRSPs, RHOSPs and other tax shelter programs. This would mean that individuals at any stage of their lives could put aside a specific amount of money over a period of time which would be tax-exempt as long as it was used at a later period to pay for training or the expenses which accompany training.

- 89** The individual taxpayer, as well as the company, should be allowed to treat all reasonable costs related to job search and temporary or permanent residential relocation as expenses necessary for the earning of future income. Taxpayers should have the choice of deducting these expenses from income in a single taxation year or spreading them over several years, whichever is to the taxpayer's advantage.
- (a) Job search expenses should include such things as transportation costs, meals away from home, long distance calls, postage, stationery and duplication of resumés.
  - (b) All workers, from travelling salesmen to construction workers, who have to travel and/or establish a second residence or series of residences to earn their income should be allowed to deduct all of those extra expenses from their taxable income.
  - (c) When employers reimburse workers for any of these expenses, including room and board, then these expenses should be considered as an expense to the company and not be treated as income earned by the recipient.
  - (d) The expenses incurred in a permanent move will often be sizeable because of the distances involved and the cost-of-living difference in moving from a low-growth to a high-growth area. In addition to the provisions of the items listed above, there should be a special tax provision for the large difference in shelter costs. We suggest that when shelter costs in the new community are on an average higher by 20 percent or more, then taxpayers should be allowed, over a period of five years, to deduct one-fifth of the difference each year. In cases where employers are willing to assist their employees with an interest-free or low-interest loan, then the benefits of that should not have to be treated as earned income during the five-year period.
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- 90** Pensions, workmen's compensation, hospital and medical insurance and unemployment insurance benefits are but a few of the programs that have regulations tied to residence. One of the first tasks of the Council of Employment and Training Ministers should be to increase the portability of benefits under these programs so that mobility will be enhanced.
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- 91** The Federal Government should immediately eliminate all residency requirements in competitions for federal government employment. The Council of Employment and Training Ministers should also act quickly to remove those same barriers for provincial government employment competitions.
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- 92** New major projects which will employ 500 or more people should be treated as special cases involving considerable cooperation among management, labour and provincial and federal governments. The project organizers should be required to produce, before project approval, a "human resources needs plan" which commits them, in the first instance, to hiring and training as much local labour as possible. Secondly, governments should work with them to develop a contract that will be specific to the situation. Contracts should cover the training and/or mobility and/or special tax concessions and other arrangements required to make sure that there are enough trained Canadians to work for the project. This might mean more temporary mobility measures allowing workers to move to the job site, work for several weeks at a time, live in paid temporary quarters, and be assisted in returning to their homes on a periodic basis.
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- 93** To be effective, mobility grants should be increased and made available to the unemployed who are willing to move to areas of labour shortages.
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- 94** The current mobility grants program of the Federal Government has a section which says "relocations must be to the closest area". In our view, mobility assistance should be available to any area of the country where work is available, but the priority should be on moves from areas of greatest surplus to areas of greatest shortage, regardless of the distance.
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- 95** The Federal Government should expand its budget for mobility assistance and give consideration to using a combination of grants and loans. The Task Force would favour the use of grants to assist people in training and then afterwards, where necessary, a combination of grants and loans which would help people to train close to home but then encourage them to move to areas where the long-term prospects of employment are good.
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- 96** In order to assist mobility, the Council of Employment and Training Ministers should work to standardize provincial qualifications for trades and training to the greatest extent possible. A priority: the expansion of the Red Seal program to include more trades.
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- 97** In remote and northern areas, labour, management and government must work together to develop collective agreements and legislation which are effective for the local labour market. They must consider the need of local workers to have training for and access to nearby work projects, and avoid forcing southern norms on northern climes. For instance, it does not make economic sense to oblige someone from the Northwest Territories to travel to Winnipeg to register at a union hiring hall for work in his home Territory, or for someone from northern Alberta to go to a Calgary head office to apply for work in Fort McMurray.



- 98** While the Federal Government provides language training to immigrants and refugees and their families, these same services should be made available to all Canadians who move to geographic areas where the language most commonly spoken is not the one they speak in their own home. French-speaking Canadians and their families who move to Calgary should be helped to learn English, and English-speaking Canadians who move from Calgary to Quebec City should be given help in learning French.
- 99** The provincial governments and local school boards should be encouraged to provide, where numbers warrant, public school education in English and/or French. Moving is often hard on children and when local communities are sensitive to their needs, then families are more likely to stay and prosper.
- 100** The Task Force urges provincial governments to have both French and English taught throughout the school system. Widespread bilingualism would enhance the mobility of Canadians both within Canada and around the world.
- 101** Policy changes on mobility that are not accompanied by adequate information will not work. There should be information programs with respect to mobility policy, the employment available, and the nature of a new community and its services. A nation-wide advertising campaign to explain a specific mobility program change could be a waste of money. Fewer dollars would be better spent by promoting the program in regions of labour surplus where skilled tradesmen needed in another region are known to exist.
- 102** Companies which seek to import skilled people should be required to agree to a training plan that will produce qualified Canadians for the future and, where feasible, should be required to submit a five-year forecast of their manpower requirements.
- 103** A "Canadians first" policy is basically sound, but in some situations it can have long term adverse effects for some very highly skilled or unique occupational groups. Science, culture and developments in high technology are world-wide phenomena, and a nation with a small population like ours must facilitate cross-border mobility for work and study.
- 104** Public policy in the areas of flexible retirement, part-time work and work sharing will have to be re-examined in this decade. Any obstacle which prevents trained people from accepting job offers should be removed. In particular, we believe that older tradesmen will have to be employed, at least part-time, to train young people. We will also see short-term economic downturns for some industries, and work sharing may be the answer to keeping a trained labour force together so that production can be resumed when the turn-around occurs. Work sharing and part-time work are also beneficial for those in training, for child rearing, and for voluntary and philanthropic work.
- 105\*** In order to make the best possible use of labour resources in Canada, a much greater effort must be made to train women, Natives, minorities and the handicapped. The Federal Government should encourage affirmative-action programs in the private sector and have a contract compliance policy according to which it would only purchase from and contract with those employers who adhere to the human rights code and who have an affirmative-action program as part of their corporate policy.
- 106** Governments must show the way to the private sector by stepping up their own affirmative-action programs for women, Natives, minorities and the handicapped within their own departments and agencies, and in Crown corporations.
- 107\*** In order to develop effective affirmative-action programs and contract compliance policies, there must be an immense effort made to provide women, Natives, minorities and the handicapped with basic training in literacy, job readiness and job orientation so that they can qualify for the various training and retraining programs directed at skill shortages and employment opportunities in the '80s.
- 108** In order to administer and supervise affirmative-action programs, there is a need for better information on the participation rates, unemployment rates, average education and participation in training programs of women, Natives, minorities and handicapped Canadians.
- 109** Government Outreach programs have been particularly effective for women, Natives, minorities and the handicapped, especially in job counselling, job placement and facilitating training programs. Consequently, Outreach programs should be continued and expanded. They should be given grants under contracts lasting three years instead of one, so that they will be able to carry on even better planning and to hire and keep competent staff. There should be an advance notice of one year for major changes or termination, and three months' notice for minor changes.
- 110** Canada Employment Centres must develop an aggressive policy of hiring and training counsellors who understand the problems of the disadvantaged and other special needs groups. This would mean hiring more women, Natives, minorities and handicapped people.

- 111** In order to encourage women to enter non-traditional areas of work, and employers to hire them, there should be a national advertising and publicity program showing women working in non-traditional fields. This should be supplemented by the use of pamphlets, texts, audio-visual presentations and other methods, and used in schools and other areas where there are counselling services.
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- 112** With the rapid introduction of microtechnology and word processors, there could be increased unemployment among women who work in offices. It is therefore imperative that governments plan special programs for the retraining and upgrading of these women to fill the new jobs that will be opening in the '80s and '90s.
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- 113** Governments should facilitate shared and part-time work, so that women who wish to stay at home on a part-time basis will also be able to work on a part-time basis. This is important for keeping up their skills and trades for the work place, as well as for earning necessary additional income.
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- 114** Governments should examine the feasibility of giving women credit for work done and skills acquired in running a household when they enter educational training programs.
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- 115** Where requested, the Federal Government should work with Indian Bands, Regional and Tribal Councils and Indian Associations to place more schools on Indian Reserves. Then Indian people of all ages can be taught in their own language, as well as in English or French, by Indian teachers of their own choosing. This is extremely important in order to reduce the high drop-out rate among Indian people and to encourage their continuing education for skilled trades and professions.
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- 116** The Federal Government should re-introduce adult and basic literacy education programs for Indian Bands on Reserves and for other Native people in remote areas. This should be done in consultation with the Bands and communities and should be geared to meet the ongoing employment and training needs of Native people, as well as the needs of the surrounding region.
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- 117** The Federal Government should cooperate with Indian Bands in providing high schools and vocational schools for a number of Bands in a given area, especially where there are regional or Tribal Councils. This is necessary because many individual Bands are not large enough to support a high school or technical school.
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- 118** With regard to community colleges, technical institutions and universities, the Federal Government should negotiate with the Bands and Associations to make sure that there are sufficient places in the local educational institutions for Indians and other Native people, that there are sufficient Native counsellors in the institutions, and that there are a number of courses which meet the needs and demands of the Native people in the area.
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- 119** With respect to Indians, Métis and Inuit who move to cities, the Federal Government should take steps to consult with their organizations in setting up programs within the local education system which meet their needs for courses, counsellors, teachers and support services.
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- 120** Where the Reserves or homes of Indians and other Native people are at a distance from their secondary schools, vocational institutes, community colleges or high schools, the Federal Government should provide adequate transportation, housing and other support services, so that the Indians and other Native people can attend and participate, and complete their education and training programs.
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- 121** The Federal Government should improve its teaching services on Reserves, especially the more remote ones, through the use of film, videotape, audio-visual techniques, itinerant instructors, teacher aides and materials.
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- 122** There should be an Indian economic and employment strategy as well as an Indian education and training strategy developed principally by the Indian people themselves and in consultation with the government departments concerned. This must also be done for the Métis and non-status Indians in their communities and for the Inuit in the North.
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- 123** With respect to Indian employment, it is extremely important that there be a revised employment strategy and an Indian development fund. It is recommended that the Government establish, with appropriate funding, an Indian development fund for a period of five years. This fund should be set up in full consultation with the national and regional Indian associations and it should be administered by the Indian people through their Bands and regional governments.
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- 124** There should be a concerted effort to train more Native teachers, Native counsellors and teacher aides for the high schools and community colleges where there is high Native enrollment.

- 125** Programs to train Native teachers could be duplicated elsewhere and expanded to include other fields, such as social work, health and environment: all related to Indian and other Native needs.
- 126** For remote areas in Canada, especially for communities in the North of our provinces and in the Territories, governments must create innovative, mobile, regionally-based education and training centres for these citizens. There should be consultation with the communities involved so that the programs will meet their local needs as well as the needs of their migrant population.
- 127** Canadians who come from isolated and disadvantaged areas face a wide range of problems when they move to more densely populated urban areas seeking employment or training. A broad range of support services and training programs, including life skills training, must be developed in order to permit these people to find employment in their new communities.
- 128** Where it is not possible to set up regional training and education centres for these remote areas, steps must be taken to provide transportation, room and board and living assistance for adults and young people who must go away for training.
- 129** Governments should support educators in the development of new techniques which would provide education and training in remote areas by means of satellites, television, films, videocassettes and radio.
- 130** The Task Force endorses the recommendations relating to employment, work and training made by the Special Committee for the Handicapped in its report *Obstacles*, and in particular the Task Force endorses recommendations Nos. 19, 22, 23, 25, 28, 29, 32, 33, 34, 35, 36 and 48, all of which relate to employment, and recommendations Nos. 95, 96 and 97 which relate to education.



- 131** In training contracts under the Adult Occupational Training Act, the Federal Government should, where needed, require training institutions to set aside a number of places for the handicapped and should contract with institutions which provide access to handicapped persons.
- 132** Governments should assist in the development of special programs designed to identify and help potential drop-outs.
- 133** The Federal Government should continue its Outreach program for unemployed youth, especially with respect to placement, training and counselling; and in particular, special attention should be given to those young people who have difficulty in holding jobs because of social or domestic problems, alcohol, drugs, mental illness and crime.
- 134** The Task Force encourages educators to examine the "Options" program established by the Protestant School Board of Greater Montreal as an alternative school for early drop-outs. Another successful program is the Adult High School in Winnipeg, Manitoba.
- 135** The Federal Government should continue summer employment programs for students but they should be simplified, better designed and better coordinated with educational and training programs. To the greatest extent possible, the Summer Job Program should provide additional on-the-job training for those who are in high school, community college or university.
- 136** Universities should pay engineering professors a market premium based on comparable salaries in practice, as is done at the University of Sherbrooke.
- 137** Universities should consider using more engineers in the field as part-time teachers, as faculties of Medicine and Law commonly do.
- 138** We should encourage Canadian industry and foreign industry located in Canada to invest more in engineering research and development at the university level. More students could then be attracted to postgraduate studies. Governments should also finance more university chairs in Engineering.
- 139** With university enrollment down in some sectors, a redistribution of seats allotted to engineering should be considered. The United States is graduating about 20 percent more engineers per capita than is Canada.
- 140** Much better use must be made of paraprofessional support personnel, such as technicians, draftsmen and technologists, working together to form an engineering team.
- 141** Industry, universities and governments should encourage young people to consider engineering as a career. Special emphasis should be placed on encouraging women to take up engineering. In 1979-80, women represented only 6.9 percent of the total enrollment in engineering.
- 142** Industry should establish in-house courses to update and retrain engineers, assistants, paraprofessionals and other individuals whose jobs may be phased out or who require training in new technology.
- 143** As a last resort, Canada should import experienced engineering specialists, not only to work on certain projects, but also to train Canadians.
- 144** In the national interest, education and research in management should be expanded to increase the number and quality of business and institutional managers.
- 145** Universities should allocate more of their financial and human resources to the improvement of business and management education. Also, special funds should be designated for programs to increase the number of Ph.D.-qualified professors teaching in Canadian faculties of Management and Administrative Studies.
- 146** The public and private sectors should contribute funds towards management research devoted to developing methods and techniques for Canadian needs.
- 147** More innovative and flexible management education programs must be introduced.
- 148** Professorial chairs in Manpower Training, Labour-Management Relations, and Business-Government Relations should be established in faculties of Management and Administration.
- 149** There should be a national conference between the university Deans of Management and their equivalents from junior colleges and technical institutes and leaders of national business and labour associations to discuss, examine and propose policies to deal with the present crisis in management education.
- 150** Regional workshops should be held regularly by organizations and representatives of Management faculties. The objective: to strengthen and broaden contacts among the management, education and employment sectors and to serve as a clearing-house for information.

- 151** Funds should be allocated to provincial governments and targeted to expand student enrollment in postgraduate faculties of Management.
- 152** Measures should be taken to improve training, retraining and upgrading programs so that those now in nursing are encouraged to stay. Re-entry into nursing should be facilitated for those who choose to return.
- 153** In the '80s special emphasis should be placed on post-secondary and graduate studies in areas of specialized nursing care, including geriatrics, psychological and chronic care.
- 154** Governments should improve working conditions for nurses, thus making the profession more attractive. Areas of concern should include nurse-to-patient ratios, suitable compensation for shift work and overtime, shortening of shift lengths, provision of child care services, and better remuneration.
- 155** As a special project, a nursing data base and planning scheme for the '80s should be established. It should examine the current entry, re-entry, retention and drop-out rates in the nursing profession in terms of the projected increased demand for nursing services (as recommended in the Hall Report, 1980).
- 156** The Federal Government should set a good example by providing better pay and working conditions for nurses in the federal public service.
- 157** More men should be encouraged to enter nursing and other paramedical professions.
- 158** The Federal Government should continue its programs for occupational training, retraining and mobility but these should be related more closely to national goals.
- 159** Furthermore, and most important, there must be better cooperation and coordination with provincial programs. To this end:
- (a) there should be a National Council of Employment and Training Ministers with a secretariat;
  - (b) the National Council should develop a national employment and training plan to be implemented at both the federal and provincial levels;
  - (c) where possible, the National Council of Ministers should work to avoid unnecessary duplication between the federal and provincial levels of jurisdiction.
- 160** Where desirable, the National Council should develop official joint offices for employment counselling and placement.
- 161** There should be one job bank computer system for the federal and provincial governments and the private sector which could register nationally all job openings and job seekers.
- 162** An attempt should be made to locate Manpower offices in the same building in cities where Manpower offices of both governments are necessary, and to work out a plan whereby the federal and provincial governments will share the smaller communities between them. In doing so, they could cover all necessary communities but not duplicate each other.
- 163** There should be a National Labour Market Institute made up of representatives from business, labour and education. Appointees would be selected by their national and provincial bodies. The Institute would initially be financed by the Federal Government but would serve as an independent body for research, critical analysis and advice on employment and training policies. There would be a number of federal and provincial government observers in the Institute but they would not have voting powers. There should be provision for the Institute to receive additional funds from provincial governments and private donors. The Institute would be established for a five-year period, subject to evaluation and continuation after that time.
- Among the objectives of the National Labour Market Institute would be:
- (a) To develop advice and recommendations on federal and provincial manpower programs and policies in keeping with the goals of growth, equity and stabilization, the needs of employers and employees, and the ability of training systems to meet these needs.
  - (b) To provide continuous appraisal and evaluation of federal and provincial manpower programs and their interaction, with a view to avoiding duplication and increasing coordination.
  - (c) To encourage firms to undertake manpower planning which will allow them to meet their needs for skilled manpower.

- (d) To examine systems for gathering local labour market information and to recommend improvements in them.
- (e) To suggest ways of improving the collection, interpretation and distribution of current manpower information. The same applies for forecasts of manpower variables to improve planning and decision-making at the national, regional and local levels.
- (f) To determine what data are most important and what additional information should be obtained, and to recommend which agency or agencies should provide the data.
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- 164** There should be Provincial Employment Councils in every province to assess employment and training needs there and to bring together all levels of government with business, labour and educators.
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- 165** In every region or community of Canada, there should be Community Employment Councils made up of all levels of government, employers, unions and educational authorities to discuss, plan and coordinate local employment and training needs. Where local community or regional councils already exist, perhaps under another format or name, but performing similar functions, they should not be replaced or duplicated.
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- 166** Firms in the private sector should be encouraged to develop manpower plans covering their requirements for new employees, training of existing personnel, and adaptation to new technologies. This planning process can be aided by CEIC officials and should be integrated into the Canadian Manpower Industrial Training Program and the Critical Trades Skills Training Program. Planning at the level of individual firms should also include their proposals, if any, for obtaining workers through immigration and their plans for meeting the training criteria of the government.
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- 167** There should be a joint conference of the National Labour Market Institute and the National Council of Employment and Training Ministers at least once a year, where they would discuss labour market problems and policies, especially in the area of training, research, planning and counselling, the agenda being prepared by the joint secretariats of the two bodies.
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- 168** In collecting labour market data, there must be more regional consultation on labour market surveys so that the statistical information provided is more helpful to provinces and regional councils for their planning.
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- 169** The Canada Employment and Immigration Commission must make a greater effort in convincing employers to register job vacancies with the Canada Employment Centres. This is the only way that the Government can effectively match job seekers with job vacancies. CEIC officials must be more active in meeting employers and trying to understand their needs. Furthermore, the Task Force urges the Commission to improve its referral system so that employers will want to register their job vacancies.
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- 170** There must be a follow-up system on individuals who have taken training programs under CEIC sponsorship in order to analyze the success of training and employment policies. This is particularly important with respect to targeted sectors where there have been, or will be, shortages.
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- 171** The Federal Government should compile statistics on Indian unemployment on Reserves and among all other status Indians.
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- 172** The Federal Government should collect better statistics on nurses, engineers, and members of other trades and professions which are in short supply.
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- 173** Since an expansion of part-time work has been predicted for the '80s and '90s, there should be improved statistics on part-time employment and those seeking it.
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- 174** The monthly Labour Force Survey should be coded and reported in greater detail (at the three-digit rather than the two-digit CCDO level) to give a better picture of the year-to-year occupational distribution of employment.
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- 175** In addition to improved forecasting, there must be a better means of disseminating the information obtained to education and training planners and career counsellors.
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- 176** The Federal Government should set up a computerized national clearing-house or job bank for job vacancies and job seekers. This should be set up to serve the federal and provincial governments and the private sector. It should begin by connecting areas of high labour demand with areas of labour surplus.
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- 177** The Canada Employment and Immigration Commission has been developing a computerized system (Metropolitan Order Processing System) for processing and linking job vacancy information in metropolitan areas. This system is only available in Vancouver, Ottawa, Toronto, Hamilton and Montreal. Plans should be made to expand it to cover other large urban areas. Plans should also be made to install the system in areas which currently have few job vacancies, but which are likely to expand in the next decade.

- 178** The Canada Employment and Immigration Commission has developed a computerized system (CHOICES) for providing information (such as educational and training requirements, hours of work and earnings) as an aid to career choices. The system is available in 40 Canada Employment Centres and is being used for student counselling in some provinces. The Commission should be encouraged to make the system available in many more Canada Employment Centres. All provincial governments should be encouraged to make it, or a similar system, available to students in the secondary-school system.
- 179** The Canada Employment and Immigration Commission has developed a computerized system for storing and retrieving information on jobs which cannot be filled locally (National Job Bank). Job seekers in one region of the country can therefore learn about job vacancies in another region. This initiative should be encouraged. The system should also be more widely advertised to job seekers who do not normally use the Canada Employment Centres (for example, in newspapers).
- 180** In addition, governments should publicize job vacancies and career possibilities by means of pamphlets, bulletins, radio, television, cable facilities, and community bulletin boards in shopping centres and other heavily populated areas. Governments would benefit from using the electronic media more often, and print less often, to reach their target audience.
- 181** The CEIC should publish an occupational outlook each January with a five year forecast of career opportunities and this should be distributed to all schools, counsellors and planners throughout the country.
- 182** The Federal Government should sponsor seminars for high school career counsellors and other employment counsellors in order to provide them with information on career opportunities, career trends and training programs.
- 183** Governments must encourage improved career counselling at all levels of education so that young and mature students will be able to make sound decisions on their training programs and careers. Governments must make sure that career counsellors are provided with usable up-to-date information.
- 184** Employment counsellors and information on employment should help job seekers look for work not only in those occupations in which they have worked or with which they are familiar, but also in other occupations in which their skills are useful. In many cases, they could be encouraged to consider these other occupations.
- 185** The proposed National Council of Employment and Training Ministers should provide assistance to provincial and community employment councils in analyzing local employment situations and publishing these in a form that will be useful and easily understood by employers, employees and other members of the public in the various communities and regions of Canada.
- 186** The Canada Employment and Immigration Commission should change its method of evaluating staff efficiency from one based mainly on quantity (number of clients dealt with) to one based more evenly on quantity and quality.

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# 1

# Imbalances

**High unemployment and labour shortages exist at the same time—the problem that prompted this study.**

## INTRODUCTION

All across Canada, witnesses expressed grave concern over labour imbalances—high unemployment on the one hand and a labour surplus on the other. The economy bears the burden of current labour market conditions, troubled by both an unacceptable high level of unemployment and a severe shortage of employees in certain skilled

trades and professions. This imbalance, or mismatching of potential workers with available employment opportunities, produces a picture of a dragging economy and sluggish industrial growth that causes many Canadians to be subjected to menial and short-term employment prospects. Furthermore, there was general agreement among the witnesses that Canadians may not capitalize fully on major trade and investment opportunities if Canada continues to pursue current employment and training policies.



## Imbalances

The term "imbalance" can refer to several conditions within the labour market ranging from the net difference between labour supply and demand on a national scale, to the lack of available jobs for a given labour force in a particular region. Therefore, it can be said that labour market imbalances span the range from an inadequate supply of jobs on a national, regional or local level, to questions of labour mobility across various boundaries within Canada. The seriousness of labour imbalances implies economic inefficiency, which in turn revolves around the notion of opportunities lost through ineffective use of resources.

A problem which becomes apparent through an overall review of the briefs and testimony, but which is partially hidden when viewing only individual submissions, is the great size of existing or projected imbalances. While the occupational imbalances are applicable on a company or regional basis, lack of comparable data from other firms or regions in many cases prevents aggregation into a national picture. Similarly, much of the national data on sectoral or occupational imbalances cannot be broken down to give a regional or local overview. Nevertheless, while it may be impossible to predict accurately the magnitude of existing and forecast sectoral and/or occupational imbalances, one fact is clear: most, if not all the witnesses dealing with this issue, seem to agree: —imbalances exist today in many areas within the Canadian labour scene; and over the decade these imbalances will likely worsen unless action is taken to correct the situation.

## Where are the shortages?

The evidence on shortages given at the hearings showed the extent of the problem. In each region, there was recognition of selective shortages, but perhaps the greatest number of shortages appeared to be in the West. For several occupations, a consensus emerged on what shortages exist, and where. In the Atlantic provinces, architectural and engineering technologists, technicians and draftsmen, and, to some extent, health-related professions such as nursing were experiencing labour shortages. In Quebec and Ontario, machining and related fabricating assembly and repair surfaced as an area short of skilled people.

The Western provinces claimed that shortages existed in engineering, the health-related fields and construction trades. These examples point out that certain occupations are short of skilled labour—but on a regional basis. It was generally accepted among witnesses, however, that shortages currently exist in all regions in machining and related fabricating, assembly and repair occupations and in the fields of microtechnology and computer science.

There were also briefs covering problems experienced by employers in finding skilled labour. One submission by Gordon Betcherman of the Economic Council of Canada had surveyed about 1,400 employers across Canada between 1977 and 1979. He found that industry was hard pressed to find qualified skilled workers and that 43 percent of these firms expected the problem to continue to 1984. The Mining Association of Canada surveyed 69 mining operations across Canada and found that the mining industry would require 5,278 skilled tradesmen between 1979 and 1982. Since current training programs would only produce 3,248 trained workers, this would result in a shortage of 2,030 skilled workers.

## Unemployment

Oddly enough, high levels of unemployment coincide with existing skilled-labour shortages. Many witnesses called attention to the degree of unemployment among certain groups and regions. Unemployment rates, according to Statistics Canada, have been approximately 7 to 8 percent on a national basis, and vary from 3 or 4 percent in Alberta to 12 or 13 percent in Newfoundland. Witnesses were quick to point out that national and, at times, provincial rates of unemployment, while unacceptably high, were not representative of the even more serious local or regional unemployment problems. Actually, there was more concern with unemployment than with skill shortages, particularly in the Atlantic provinces and Quebec.

All across the country, there are pockets of alarming unemployment. In Port au Port, Newfoundland, witnesses referred to local studies which found unemployment rates at 40 percent in the summer and 75 percent during the winter. Half-way across the country, representatives of the Community Education and Development Association of Winnipeg, Inc. indicated unemployment rates of 43 to 58.6 percent among parents of students in the core of Winnipeg. Many representatives of Indian organizations pointed out the excessively high numbers of unemployed Indians on Reserves. The B.C. Native Women's Society indicated that unemployment on some Reserves can run as high as 90 percent in isolated areas. Another example of the unemployment situation, and by no means the end of the list, would be the estimates of unemployment made by the Coalition of Provincial Organizations of the Handicapped. This group revealed that the average unemployment rate among the physically handicapped is 40 to 50 percent and suggested that the average rate for persons with cerebral palsy, epilepsy and for the visually handicapped was 90 percent.

The frequently repeated examples of excessive unemployment indicate that the Statistics Canada unemployment rates may not represent the actual unemployment problems faced by certain groups and areas. There exists, according to witnesses, a high degree of hidden unemployment in Canada. The Manitoba Federation of Labour expressed this feeling as they stated that generally accepted measurements of unemployment in Canada leave out potential workers who have given up looking for work because of frustration in finding employment, do not take into consideration the unemployed in northern rural areas, and do not count unemployed Indians on Reserves. These people, if included, could considerably increase the already high rates of unemployment in Canada.

### **Underemployment**

When the "hidden unemployment" problem was discussed, some witnesses suggested that a great deal of underemployment exists in Canada. While this underemployment is difficult to measure, witnesses suggested that because of high levels of unemployment, many Canadians are forced to work in part-time or temporary employment. Part-time employment rose to 14 percent of the labour force in 1980. About one third of all new jobs created in the past few years are part-time. Though expansion of part-time employment is desirable to satisfy people wanting this type of work, when people who want to work full-time are forced into part-time work because that is all that is available, the situation is undesirable.

Other witnesses stated that the question of underemployment was actually a question of over-qualifying some jobs (or over-certification). This leads to artificial shortages in certain high-level professions while sufficient capable manpower exists at the sub-professional level, able to fulfill the specific job requirements and thus eliminate the shortage. An example was given in the brief presented to the Task Force by the Canadian Engineering Manpower Council of the Canadian Council of Professional Engineers in which the Council states in part that: "We believe that much work now performed in Canada by engineers could be performed by technologists and technicians, allowing better utilization of all our engineering manpower", and "The point here is that some problems of apparent **shortages** of engineering manpower are really problems of inappropriate **utilization** of the manpower." This does not mean that all the projected shortages are in fact artificial, but it does serve to point out that, in some cases, the projected shortage may in reality be misuse of available resources.

### **Regional mobility**

As would be expected, people moving from one province to another play an important part in the supply of manpower to the different regions of the country. Over the past few years, in response to the strong demand for labour, there has been movement of population out of the longer-established areas of Atlantic Canada, Quebec and Ontario towards the new-growth areas in the West.



Regional migration can be important in the efficient distribution of manpower resources in the country. If workers with particular skills can find jobs in one part of the country more easily than in another, then it makes sense for them to move. However, the free movement of people in answer to the supply of and demand for jobs is limited for a number of social, economic and cultural reasons.

It is clear, for example, that some people have strong social and cultural ties with the region in which they live, and find it hard to give these up to find employment in another part of the country. There is some evidence that current income support programs have tended to reduce mobility out of areas such as the Atlantic Provinces, where social and cultural ties are particularly strong.

There are also some important financial and institutional barriers to inter-provincial mobility. For example, moving expenses paid by employers are in many cases subject to income tax. In some cases, expenses incurred by employees, for which they are not reimbursed by employers, are not deductible for tax purposes. Provincial laws and regulations or restrictions imposed by unions or professional associations also limit the movement of people across provincial boundaries. Even training standards are different; persons who receive their training in one province sometimes find it difficult to work in another. This is particularly true for apprentices, who cannot work temporarily in another province and cannot receive credit for partial training under an apprenticeship scheme.

The absence of proper information on jobs in other provinces is a major barrier to mobility. Most Canadians know that the western provinces, and Alberta in particular, are going through a period of strong economic growth, and that the demand for workers is high. However, it is not as well known that much of this demand is for highly skilled and technical workers, and that some types of workers would have as hard a time finding jobs in the West as they would in the East. In other words, job seekers need detailed information on the types of jobs available in areas they would like to work in, if they are to make sound decisions about moving. However, the type of detailed information needed is not available in Canada.

## **Effect of shortages on Canada's industrial and economic development**

Skilled labour plays a critical role in the industrial and economic expansion of any country. Canada, particularly on account of its resource and industrial base, is no exception to this rule. Skilled labour is as important as resources and transportation. No economy can prosper without it. The need for a highly skilled, highly adaptable labour force will increase in the years to come in the face of rapid technological change, intensive competition from other countries and the construction of immense projects. Examples of the implications of skilled-labour shortages were mentioned throughout the hearings. The Canadian Petroleum Association illustrated the effect which skilled-labour shortages could have on resource and industrial development in Alberta. Using four examples, based on various super-projects, the Association explained the impact which shortages in various trades would have in the vital expansion of the oil industry. This was best summed up as follows: "The oil industry in Alberta is extremely pressed at this time for the human resources required to conduct the ambitious exploration and production programs required to move Canada closer to self-sufficiency in conventional or synthetic crude oil production." This example shows Canada's potential industrial expansion and associated economic and employment benefits. This potential, however, will not be realized with the current and forecast shortages of skilled labour. Furthermore, various testimonies revealed more specific problems due to shortages. The Executive Director of the Nova Scotia Association of Health Organizations, amongst others, showed that employment opportunities exist in health care, but that health-services employers are faced with difficulties in finding Canadian job candidates. This problem, the Director suggested, has far-reaching implications for their ability to deliver a high standard of health care. Where shortages exist in the service sector, they also affect the quality of the delivery system, as well as the total volume of service provided.

As a result of skilled-labour shortages, the Canadian economy is being restricted (markets are not being developed or are being lost), industrial expansion is being cut back, certain projects are being delayed or shelved. Potential employment opportunities are not taken advantage of and the quality of services to the public is less than it can be. The potential which can be gained from rapid technological change is also being reduced. Cases were cited in which highly technical imported equipment had to be repaired by technicians from the United States. There was an example in Nova Scotia in which electronic equipment was being repaired by a technician from Illinois. In short, the Canadian economy is suffering unnecessarily. Even though the potential is there, we are just not taking advantage of it.

## Training in Canada—industry

A large part of the skilled-labour shortage problem is due to the fact that, historically, we have not done enough industrial training in Canada. We have relied on immigration as a source of our trained and skilled labour because it was easier to bring trained skilled labour to Canada than to train Canadians. Many industries, relying heavily on immigration over the years, did not develop the capacity to provide their own on-the-job training programs. These sources become less certain as suppliers of our skilled labour as employment opportunities expand for skilled people in their own home countries. In addition, with the slowdown in population growth in countries which have traditionally provided our skilled labour, this situation will worsen. As world demand for skilled labour increases, the possibility of world-wide shortages becomes more real.

The hearings did make one thing clear: employers recognize that they have not assumed their responsibility to allow time off and to provide financial help to employees seeking professional and job-oriented training within the educational system. Also, they have not shown a strong enough interest in providing on-the-job training. There was very little proof of any strong commitment to private-sector sponsorship of on-the-job training. Some witnesses stated that less than 20 percent of industry is involved in any kind of thorough training program and noted that greater efforts must be made by industries themselves.

The implications of the lack of on-the-job training are such that the average age of our trained workers is abnormally high and still growing higher. One estimate claims that 40 percent of journeymen are over 40 years of age, and 18.2 percent of them are over 50 years of age.\* Such figures, combined with the present limited amount of training being done and the threat of a reduced supply of skilled immigrants, outline a dismal picture of the skilled-labour situation in the years to come.

\*John Colliston, *The Apprenticeship Squeeze is on*, *Industrial Management*, Vol. 4, No. 9, November 1980, Page 16.



## Training in Canada—government

Throughout the hearings, strong criticism was voiced over the federal manpower training and retraining programs, despite the budget of approximately \$800 million dollars which CEIC gives to this function. Much of the criticism was due to the inability of training programs to provide qualified skilled labour. Many witnesses suggested that too much emphasis had been placed on institutional training. It was believed that the training programs were not in keeping with labour market needs and that as a result many graduates found themselves without prospects of a job.

Even the training programs were too bureaucratic and rigid, at both the federal and the provincial levels. Some witnesses were critical of the fact that, in recent years, the federal government, and particularly CEIC, had reduced its training efforts in academic upgrading programs such as BTSD. A new government program, the Critical Trades Skill Training Program, seems to be making meaningful progress towards meeting skill shortages in the tool and dye and metalworking trades. However, it is still too early to tell whether the program will let us meet all our skill requirements in those fields.

There is too much mismatching in the labour market. Much of this can be attributed to inadequate skills training and inadequate programs for helping people move to find work. Many of our unemployed have no training whatsoever and others have been trained in skills which are not needed any longer, or soon will not be, or which are in short demand. In addition, there do not seem to be any flexible and broad-based retraining and upgrading programs. Furthermore, the incentives to enroll in retraining and upgrading are very small. The costs of housing, food, shelter, child support and transportation must be covered during the time when a worker is being retrained in a new skill. Many witnesses felt that not enough was being done to help cover these costs, especially for women who have more difficulty being directed to training programs and to training in the more highly-skilled, non-traditional fields.

The costs of training and retraining and the provision of incentives for people to accept training should not be looked on as "social assistance", but rather as an investment in our economic future. Unless we have skilled workers available in Canada, we will not be able to meet the demands which will be made on our economy or meet the competition from abroad. Unfortunately, the present inadequate state of training in Canada will not meet these demands.

## Special needs groups

The inaccessibility of skill training in this country is particularly critical among the chronically unemployed, minority groups, Canadian Indians, Métis and Inuit, Canadian women and youth, and handicapped Canadians. If Canada is to reach its full economic potential, then it must make full use of all its human resources and they must be trained to fill the openings that will become available in the '80s. Our first obligation is to our Canadian population and we should turn to immigration afterwards.

### Women

A larger proportion of women are combining home-making with careers. The last decade showed a remarkable increase of almost 28 percent in the participation rate of women in the labour market (See Table 1.1). The '80s will show a further large increase in women joining the labour force. Women have distinct problems both in joining the labour force and in remaining there. They face a barrier of discrimination in getting referred to training programs for occupations which have not been traditional work for women. Far too often they must endure the problem of job ghettos—low-skill and low-paying jobs.

There are also indications that women are paid less than men for the same work. Experience seems to account for only a small part of this gap in earnings. Further disruptions in offices due to the increasing use of microelectronic equipment will also affect women and create further imbalances.

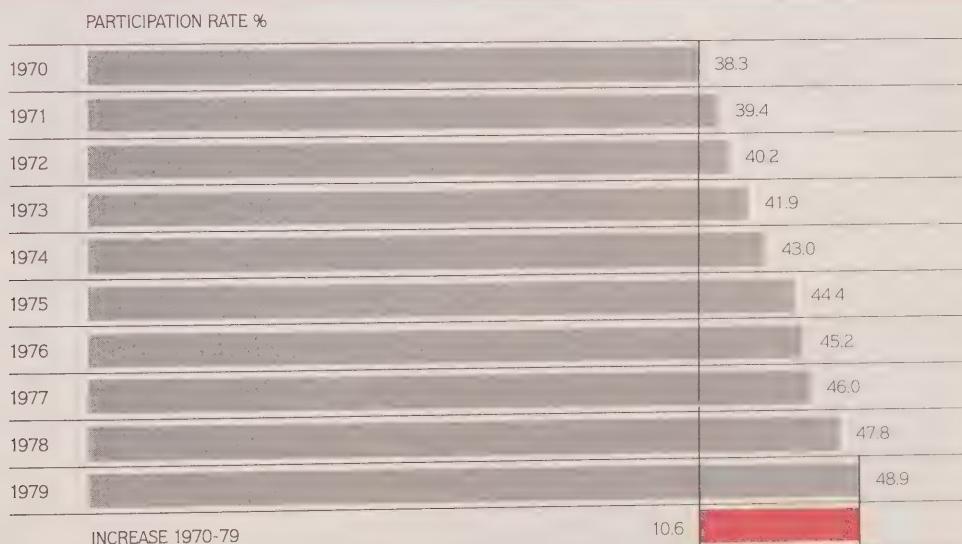
Furthermore, parents have the added problem of inadequate day care services; and since the care of children has usually been viewed as the role of the mother, women are more unfavourably affected. Without greatly expanded day care services, many married women will be unable to work, or if they must, their children will not be properly cared for.

### Indians and Native people

Indians and Native people in Canada endure discrimination as well as inadequate training opportunities. In addition, they are faced with poverty and poor education. Often, the areas in which they live are remote and training and advanced education facilities are difficult to reach. Unemployment is extremely high and this tends to encourage the already-large movement of young Natives to cities. In many cases they have become "have-nots" in "have-not areas" or in cities, "have-nots" in "have areas". Although some progress is being made there is great room for improvement. Many Native communities are in areas where they could greatly benefit from new industrial developments. Unfortunately, since the training structures have not yet been implemented, this rapidly increasing potential labour force is often overlooked and receives little benefit from these industrial developments.

TABLE 1.1

### Average annual female participation rate 15 years and over, Canada, 1970-79.<sup>(1)</sup>



(1) A participation rate measures the number of individuals in the labour force as a proportion of the population 15 years of age and over.

SOURCE: Statistics Canada, *Historical Labour Force Statistics Actual Data, Seasonal Factors, Seasonally Adjusted Data*, Department of Supply and Services, Ottawa, January 1981, p. 158, Cat. 71-201.



## **Handicapped**

The handicapped are often the forgotten people of Canada. Their unemployment rates, as noted earlier, are as high as those of Native communities. The Special Committee on the Disabled and the Handicapped in its report *Obstacles* found that the disabled and handicapped not only have to overcome problems of physical barriers to their employment, but also equally difficult and often hidden attitudinal barriers. The misconception that many disabled and handicapped people can not be gainfully employed must be revealed for what it is—utter nonsense.

## **The Undereducated**

The functionally illiterate or undereducated people of Canada face many problems. Because they have a low level of education they are often forced to take menial jobs at low wages, if they can get work at all. Their 44-percent labour force participation rate is much lower than the average. The availability of basic education and training opportunities is not great enough to meet their needs. This tends to reduce their self-esteem, diminish their quality of life, and further alienate them from the mainstream of society.

## **Youth**

Young Canadians share many of the problems faced by other special needs groups, but they also have unique ones. Many educated young people are underemployed in dead-end, minimum-wage jobs unrelated to their formal education and training. Others face the well-known barrier of "no-experience" when applying for jobs, since practical experience does not come with a diploma. Still others suffer from inadequate career counselling which leads them to make an unsuitable selection of courses; and consequently, they graduate with unwanted skills. In short, much of the educational system is geared to turning out young people educated in areas for which there is no need.

The problems of the special needs groups are far from simple. Some groups endure special problems such as physical barriers to employment. Still, some of their problems have a common denominator: attitudinal problems, it appears, create the greatest barrier to the employment of these people. Society as a whole must rethink its attitude towards these groups. The "special groups" could greatly enhance the labour market, since they hold a vast pool of potential human resources from which to draw at a time when shortages of skilled workers can be foreseen.

## **Canada Employment Centres**

Canada Employment Centres received numerous criticisms. Witnesses appeared unsatisfied with the job referral and counselling services offered by the CECs. Programs were often found bureaucratic, confusing and uncoordinated. Furthermore, the CECs were criticized for their lack of services and/or inadequate services. This complaint was often made by those people who face special problems in the labour market. A large majority of the special needs groups stated the CEC staff were insensitive to special needs and problems. Their dissatisfaction was such that potential trainees, employees and employers wished to use the services of the CECs only on a limited basis, if at all.

Employers viewed CECs as a source of last resort for their labour because they felt that they could not get the highly qualified employees they needed. However, it was recognized that many professionals and skilled tradespeople simply do not register with Canada Employment Centre since it is only one of the many agencies seeking to place people. No one denied the legitimate role of private placement agencies in placing job seekers, which nevertheless makes it difficult for Canada Employment Centre to compete on an equal footing.

The CECs face several problems: In many instances, the staff must try to place many people, and since there is no obligation on employers to list job vacancies, finding enough of these vacancies can be difficult.

In fairness, it should be added that some witnesses did express satisfaction with CECs and the services they offered. It should also be remembered that the witnesses came to the Task Force to speak of their grievances and problems with CECs rather than to praise them. This meant that CEC success stories were not foremost in their minds or prominent in their briefs. This may help to explain some of the critical tone regarding CECs.



# Projections for the '80s

## Jobs: what kind, where and how many?

### INTRODUCTION

In this chapter we discuss a variety of projections or forecasts of the labour force in 1990 and some of the implications for employment policies over the next decade. These projections are based on different sets of assumptions about how some of the key variables will change by 1990.

These assumptions were derived from an examination of historical trends and, in some cases, from judgements regarding the future. However, the past is not necessarily the best guide to the future, and we have tried to emphasize that great uncertainty exists about future developments.

The Canadian economy is relatively small and open, and domestic and international developments can have a severe impact on production and employment. Economic developments among Canada's trading partners, and in particular in the United States, could have important effects on the economy and therefore on employment.

Our projections refer to the labour force by province and for Canada as a whole. We have taken the margin of uncertainty into account by using a range of projections. This is fairly large in all cases and it points strongly to the need for flexibility in employment policies. Since the margin of



uncertainty also depends on the projection period —ten years in our case— there also appears to be a need to monitor and periodically revise the projections as more, and possibly better, data become available.

We have not, however, tried to produce projections of the supply and demand of manpower in different occupations in 1990. The evidence presented to us by experts strongly suggests that the data currently available are poor, and the methodology not sufficiently well developed to provide useful projections of these variables. Available projections are not by themselves useful for policy-making, since there are no accurate

projections of the supply of people to different occupations. It is therefore not possible to use them alone to point out potential job shortages and surpluses of manpower.

We have, however, obtained some estimates of current and projected manpower imbalances by occupation and skill from the testimony of the witnesses who appeared before us. These estimates have, of course, to be considered with some care since the ways in which they were arrived at have not been specified in very many cases, and may therefore be inconsistent with each other. These estimates are presented in this chapter.

## Labour supply

The growth of the labour force can be broken down into two main components. Part of the growth derives from increases in the size of the population of working age—the source population. The other part derives from increases in the proportion of the source population wanting to work—the participation rate. In Canada over recent years, about two-thirds of the labour force growth has been due to the growth of the source population, and about one-third to increased participation rates. The importance of net immigration, which contributes to the labour force source population, has fallen over the last few years and now accounts for about 10.0 percent of the growth in the source population.

## Historical perspective

Historically in Canada, the source population has grown by about 2.0 percent per year and the labour force participation rate has stayed at an average of about 55.0 percent. These long-term averages do, however, conceal some important changes. There has been a gradual fall in the participation rate for males, but this has been made up by an increase in the rate for females. The decrease in the rate for males has been particularly noticeable in the age-groups associated with schooling (15-19) and with retirement (65 and over). The increase in the rate for females has been particularly high in the mid-career age groups (25-34, 35-44).

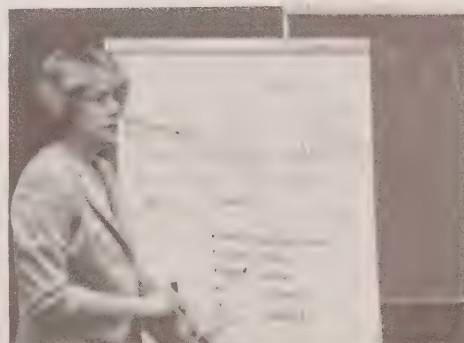
The pattern has been the same for all provinces, although participation rates are generally higher in the western provinces than in the eastern provinces.

Census data are of course not yet available for 1981, but data from the **Labour Force Survey** show that these trends have, roughly speaking, continued over the last ten years. There have, however, been some important deviations from the long-term trends. The average annual rate of growth of the labour-force source population was 2.2 percent, which is somewhat higher than the long-run average of about 2.0 percent. At the same time, the participation rate for both sexes grew

substantially from 57.8 percent in 1970 to 64.0 percent in 1980. As a result, the labour force grew by 3.2 percent per year over that period; this is much higher than the long-run average rate of 2.0 percent.

There are many reasons for the changes that occurred between 1970 and 1980. The source population grew considerably as the "baby-boom" generation reached working age. The long-term decline in overall male participation rates also ceased, partly because of an increase in the rates for those aged 15 to 19 and 20 to 24. The rate for females continued to increase significantly from 36.2 percent in 1970 to 50.3 percent in 1980.

There have also been noticeable provincial differences in growth rates for the source population and in participation rates; and hence in rates of growth in the labour force. The labour force in Alberta grew at an average annual rate of 4.9 percent, while in Manitoba it grew at only 2.2 percent per year.



## Projections

These historical trends are clearly important in making labour force projections up to 1990. Can the trends of the '70s continue through the '80s, or will there be a return to the long-term trend? If they can, the projected labour force in 1990 will be much higher than if the latter case prevails.

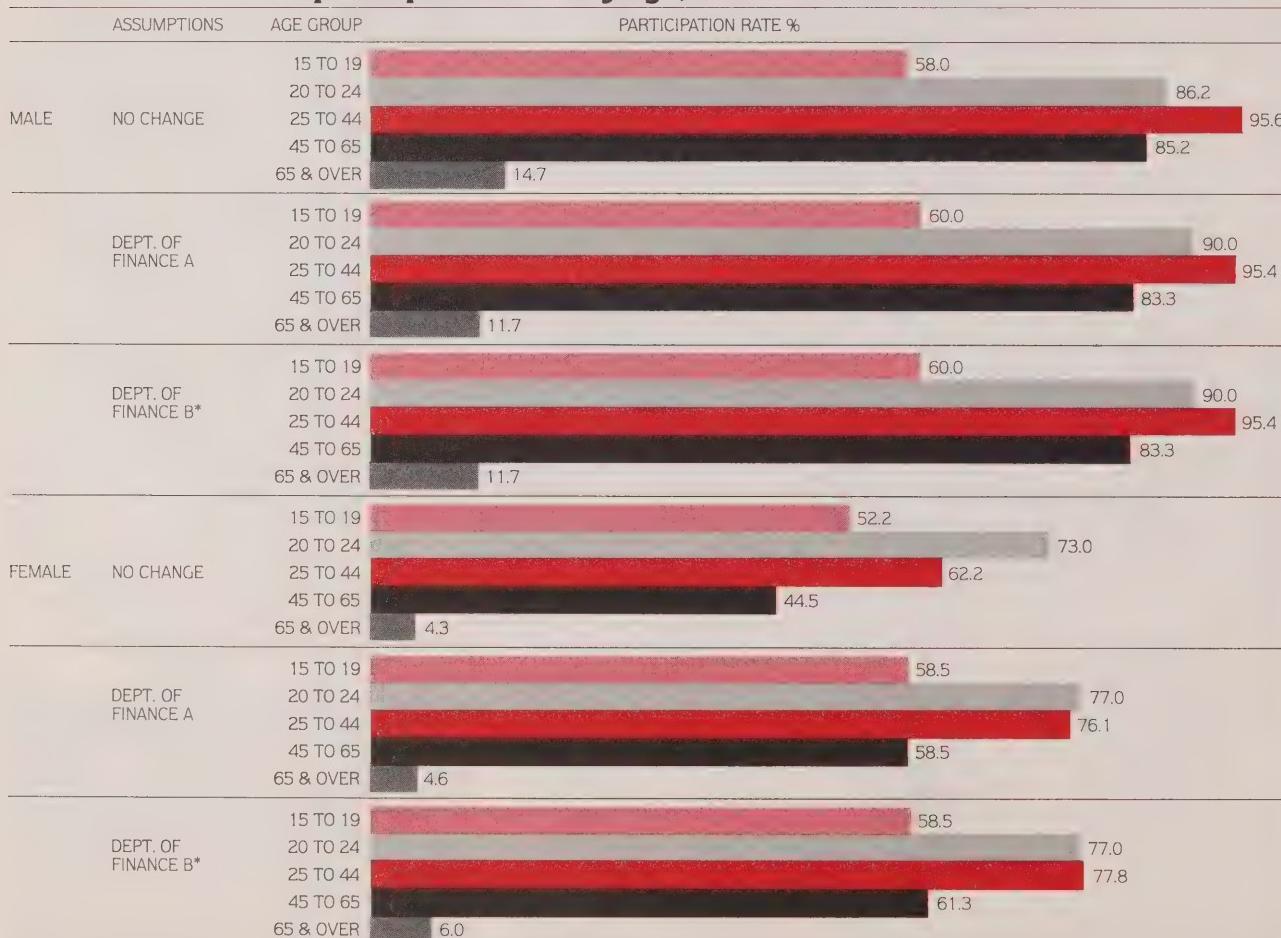
In order to make projections of the Canadian labour force in 1990, we made separate projections of the source population, and of the labour-force participation rates. Projections of the source population are fairly simple to make. Since the source population covers only persons aged 15 and over, projections to 1990 require information of the age/sex makeup of the population, and assumptions about survival rates for different age and sex groups and about immigration.

Survival rates change slowly over time so that much of the uncertainty in projections of the source population will come from uncertainty about immigration. In order to examine the effects of this uncertainty, we assumed that immigration will add (a) 140,000 or (b) 100,000 persons per year to the total population.

Projections of labour force participation rates involve greater uncertainty since the proportion of the source population wanting to work depends on a variety of social, economic and cultural factors. For example, the rise in female participation rates over the past ten years has been due in part to the dramatic change in the attitudes and aspirations of women, and the increasing need for both husband and wife to work to cover the rising cost of living.

TABLE 2.1:

### Assumed labour force participation rates by age; Canada 1990.



Source: David K. Foot, "A challenge of the '80's: Unemployment and Labour Force Growth in Canada and the Provinces", Institute for Policy Analysis, University of Toronto, March 1981, p. 33

\*Projections considered most likely

Everything suggests that this trend will continue over the next decade, but there is a great deal of uncertainty about how large an increase can be expected.

The detailed projections, and the assumptions on which they are based, are described elsewhere (see David K. Foot: "A Challenge of the 1980's: Unemployment and Labour Force Growth in Canada and the Provinces", Institute for Policy Analysis, University of Toronto, March 1981). However, in Table 2.1, we show three possible assumptions for male and female participation rates for different age-groups. The "no change" rates are simply the rates recorded for 1980, so that labour force projections based on them will simply reflect the growth of the source population by 1990. The other two projections, "Department of Finance A" and "Department of Finance B" are from "Participation Rate and Labour Force Growth in Canada" published by the Department of Finance in 1980. Note that the only difference in the Department of Finance "A" and "B" projections are for females aged 25 and over. Thus the "B" projections assume higher participation rates for older women.

Although we feel the Department of Finance "A" projections to be too low and instead have accepted the Department of Finance "B" projections as the most likely, we have nonetheless arrived at projections using the other assumptions in order to provide a range of possibilities. These are shown in Table 2.2.

Since we made two assumptions about immigration and hence about the growth of the source population, each assumption about labour force participation rates gives a range for the projected labour force.

The figures in the table clearly show that the assumed participation rates make a significant difference to the labour force projections for 1990.

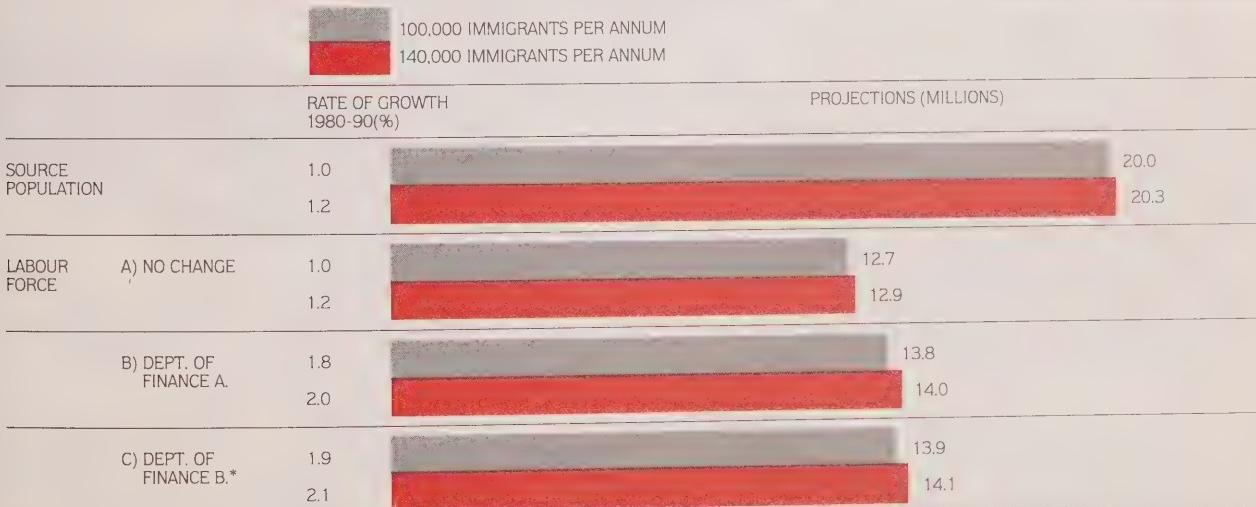
It can be seen from Table 2.1 that we made different assumptions about the participation rates for various age and sex groups. In this way, the effects of the aging of the source population over the ten years could turn up in the projections.

At present, the age distribution of the source population shows a bulge over the younger age groups. Over the decade, this bulge will move along the distribution curve as the population ages, and it will have a continuing impact on the labour force. The relatively large proportion of 15- to 19-year-olds will cause a fairly large increase in labour force participants as they age and as their participation rate increases.

The female participation rate, however, is at its highest for the 20- to 24-year age group so that the contribution of females now aged 15 to 19 years to the labour force will be greatest in the second half of the 1980s, but somewhat smaller at the beginning of the 1990s. One of the consequences of this aging process will be that if we assume that participation rates will remain the same over the decade, (the "no change" assumption in labour force participation rates in Table 2.1) the proportion of women wanting to work by 1990 will be slightly less than that in 1980. However,

TABLE 2.2:

**Selected projections of source population and labour force, Canada 1990.**



Source: David K. Foot "A Challenge of the 1980's: Unemployment and Labour Force Growth in Canada and the Provinces", Institute for Policy Analysis, University of Toronto, March 1981.

Tables: 1 — page 28, 13 — page 38, 16 — page 44 and calculations.

\*Projections considered most likely.

financial needs and the increased desire of women to work are increasing their participation rates for all age groups.

With respect to older workers, the population aged 65 or over remains a small part of the total. However, their impact on the size of the labour force might be great if compulsory retirement at age 65 were eliminated, as has recently been suggested in Ontario and Quebec.

The Department of Finance "B" projections (Table 2.1) assume that participation rates for males aged 65 or over will fall, while those for females in the same age group will rise. If the rates for males were actually to increase and those for females were to rise even more, the labour force in 1990 could be much higher than in the Department of Finance "B" projections. For example, suppose that labour force participation rates for males aged 65 and over were to rise to 20.0 percent while those for females aged 65 and over were to rise to 8.3 percent. These are the rates recorded for older women in the U.S. in 1979, so they do not seem to be unreasonable for Canada by 1990. Using this assumption, the total labour force would increase by an additional 240,000 persons, so that the total projected labour force in 1990 would be 14.3 million.

Estimates of the labour force in Canada do not include among others, Indians on Reserves. We have estimated that over the next ten years, the population of Indians on Reserves aged 15 and over will grow from about 120,000 in 1980 to over 155,000 in 1990. If we assume a participation rate of 60 percent for them, which is less than the figure of 64 percent recorded for the total population in 1980, including them in the labour force would add a further 93,000 persons to the projections for 1990.

Although some might disagree with the Department of Finance "B" projections because they feel the projected participation rates for women are too high, we feel these participation rates are true to current trends.\* We prefer the "B" projections and find that, if anything, they may be conservative. Our reasons are that, by including Indians on Reserves, and the increases in the participating rates of older women, the Finance "B" projections would increase the labour force in 1990 to about 14.4 million people. Thus, we feel that it is unlikely that the Finance "B" projections are too high and can accept their claim of 14.1 million people as a reasonable estimate of the labour force in 1990.

\*For recent confirmation of this opinion, see Economic Council of Canada, *The Medium-Term Outlook: Spring 1981 Reassessment*.



We also have labour force projections for each of the provinces in 1990. In this case, we also had to make assumptions about the movement of people across provincial boundaries over the decade. Such movements are extremely difficult to project, so that provincial projections are even less certain than national projections.

To illustrate what we mean, detailed projections are shown in Table 2.3. These are based on a source population of 20.3 million in 1990, and they correspond to the alternative national labour force projections of 12.9 and 14.1 million.

TABLE 2.3:

**Selected labour force projections  
by province, 1990**

PROVINCE	RATE OF GROWTH OF LABOUR FORCE 1980-90(%)	1990 (THOUSANDS)		
		1980		
		BASED ON CANADA PROJECTION OF 12.9 MILLION	BASED ON CANADA* PROJECTION OF 14.1 MILLION	
NEWFOUNDLAND		213		
	1.5	246		
	2.5*	273		
PRINCE EDWARD ISLAND		54		
	1.5	63		
	2.4	68		
NOVA SCOTIA		363		
	1.3	412		
	2.3	454		
NEW BRUNSWICK		289		
	1.6	339		
	2.6	374		
QUEBEC		2959		
	0.2	3033		
	1.2	3335		
ONTARIO		4365		
	1.1	4889		
MANITOBA		486		
	0.4	504		
	1.2	550		
SASKATCHEWAN		443		
	1.5	513		
	2.3	558		
ALBERTA		1072		
	2.8	1416		
	3.7	1538		
BRITISH COLUMBIA		1278		
	1.8			
	2.7			
CANADA		1522		
	1.2	1543		
	2.1	14149		

Source: David K. Foot "A Challenge of the 1980's: Unemployment and Labour Force Growth in Canada and the Provinces", Institute for Policy Analysis, University of Toronto, March 1981, page 42, table 15

\*Projections considered most likely

## Labour demand and unemployment

In order to discuss the implications of the labour force projections we developed in the preceding section, we have made two sets of projections of employment in 1990 from historical trends in the data (see Table 2.4). One set is based on an assumption that the trend in annual employment over the past 15 years will continue to 1990. The other assumes that the trend in quarterly estimates of employment over the past five years will continue to 1990. The projections for employment in the various sectors were obtained by assuming that the trend in the share that each sector forms of total employment, will continue to 1990.

These projections suggest that the total employment in 1990 will probably be somewhere around 13.1 million to 14.0 million. When we compare these with our projections of the labour force, they provide a range of possibilities for the unemployment rate in 1990.

If labour force participation rates stayed at their 1980 level, and if employment continued to grow as fast as it did over the past 5 years, there could be an overall labour shortage in 1990. This might occur if all the mega projects were to come on stream at the same time, and so create a substantial demand for labour.

If, as is more likely, labour force participation rates continue to increase as they have over the past ten years and if the number of additional jobs created per year were to follow the longer-term trend over the past 15 years, the unemployment rate by 1990 will be probably about the same as it was in 1980.

In fact, the rate of unemployment could actually approach 10 percent if compulsory retirement at age 65 were eliminated and the participation rate of those aged 65 and over increased significantly, and if Indians on Reserves were counted in the labour force.

These figures therefore suggest that it is quite possible that there will be a large surplus of labour in 1990 and that the rate of unemployment will remain high throughout the decade.

It can of course be argued that the rate of increase in the labour force will be much lower over the next decade than it was over the '70s and that the rate of growth of employment will be high enough to cause a significant fall in the unemployment rate. Over the past decade, employment has grown by about 3 percent per year, and about 275,000 additional jobs have become available each year. This is a high rate of employment growth relative to historical trends, and if it were to continue through the '80s, the unemployment rate would certainly fall.

Is it likely that a high rate of employment growth can be kept up in the '80s? Unfortunately, the answer to this question appears to us to be "no". Employment depends on many things, including the level of output and the productivity of labour. At a constant level of productivity, the higher the level of output in the economy, the higher the level of employment; and the greater the productivity of labour, the lower the level of employment for a given output. Over the '70s, real output grew at a rate of 3.9 percent per year, and at the same time, labour productivity fell. These changes therefore helped to push up the level of employment.

The 1980s could well be different: Canada may experience a lower rate of growth in real output. Furthermore, the pressure to increase the competitiveness of Canadian goods and services, and the probable technological developments over the '80s, will tend to raise labour productivity. As a result, the rate of increase in employment will likely be lower than it was in the '70s.

The employment projections published by the Economic Council of Canada in its **Seventeenth Annual Review** suggest that employment will grow by more than 2 percent per year until 1984, but by less than 2 percent per year over the rest of the decade. Our calculations show that if the rate of growth of employment were to average 2 percent per year over the decade, the unemployment rate in 1990 would be 7.5 percent, or about as high as it was in 1980.

This evidence therefore suggests that it is likely that the level of employment could be much the same in 1990 as it was in 1980. This result also takes account of the projected aging of the population.

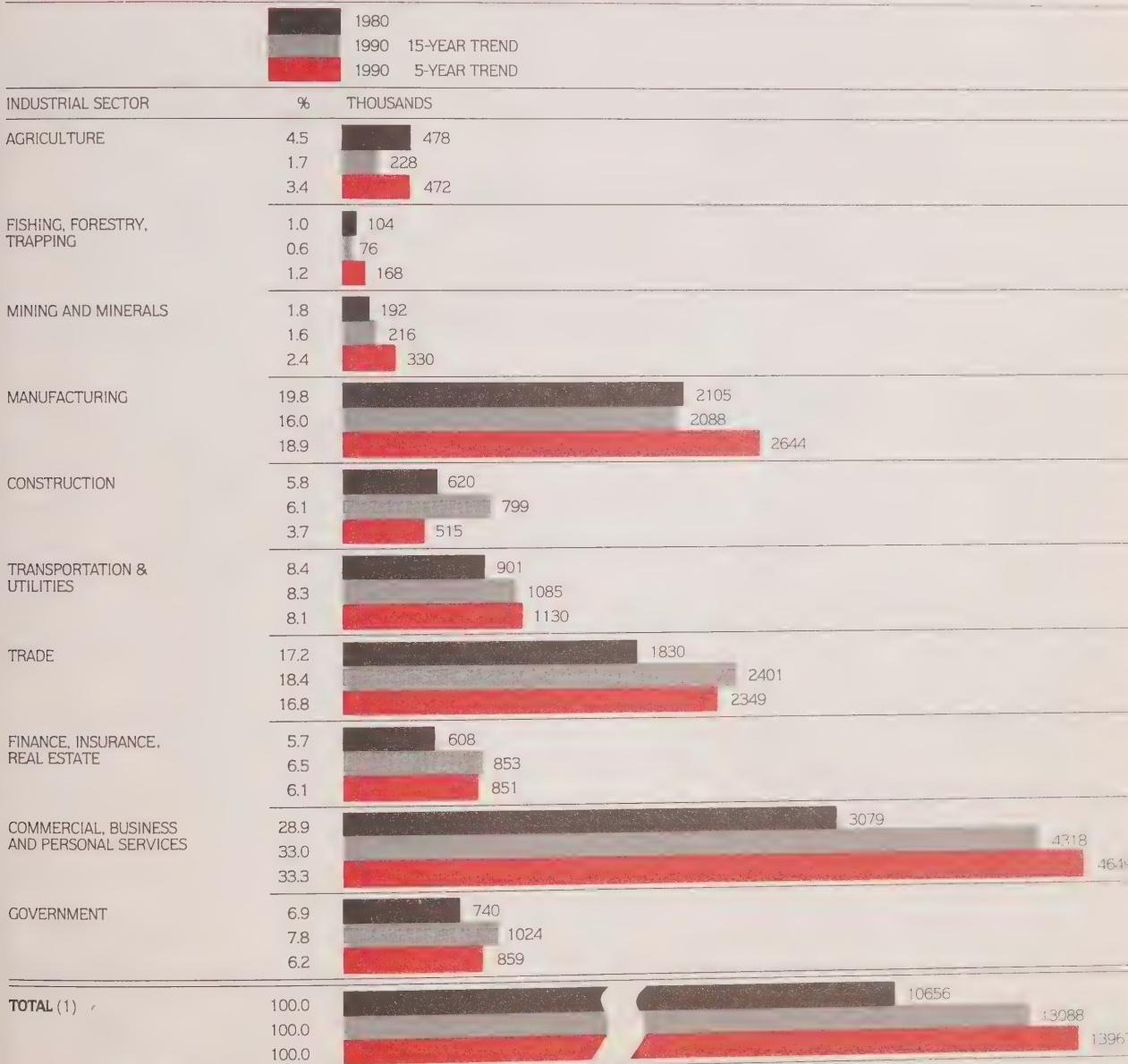
It is also interesting to examine employment trends for each of the industrial sectors, as in Table 2.4. Under both trend periods, if the projected employment occurs over the decade, substantial adjustments could occur in the manufacturing, trade, service and (possibly) agricultural sectors.

Employment in manufacturing depends on such factors as export prices, the international value of the Canadian dollar and tariffs negotiated under GATT. Over the past five years, there has been strong growth in manufacturing, but it is not clear if this trend is strong enough to continue through the '80s. International economic developments may serve to limit the growth of employment in this sector.

The outlook for the other industries is also uncertain. The service industry, for example, is going through a period of rapid change because of the increasing use of computing technology and new developments in communications. Thus there is a tendency for the productivity of workers in this sector to rise, and this will probably limit the growth of employment over the decade.

**TABLE 2.4:**

**Estimates of employment by industrial sector 1980,  
with projections for 1990**



Source: Based on projections made by John Kettle, Toronto.

Notes: (1) The sum of the individual figures may differ from the total because of rounding.

Another aspect of the question to be considered is the proportion that part-time employment forms of total employment. Over the last five years, new part-time jobs have formed about 30 percent of all new jobs, so that the proportion of part-time jobs to all jobs has been increasing.

If this trend continues, the proportion will rise from 13.0 percent in 1980 to 16.2 percent in 1990, and the number of part-time employees will be 2.1 million. In 1980, about 18 percent of part-time workers said that they could only find a part-time job. If this proportion stays the same, nearly 380 thousand people will be able to find only a part-time job in 1990.

All of this strongly suggests that a surplus of labour and high unemployment will continue in Canada to 1990. This means, in turn, that the employment policies of the '80s should be flexible enough to deal with the possibility of continuing high unemployment.

## Occupations

The fact that our projections show that there could be a substantial surplus of labour in Canada in 1990 does not mean, however, that there may not be a labour shortage in some parts of the country or in some occupations. However, projections for provincial economies or for a breakdown of occupations are likely to show even greater uncertainty than the national projections. They

may therefore be less useful for developing policy; and so we have not tried to examine them in detail.

In general, there seems to be little doubt that the demand for labour will continue to be high in the western provinces and in the highly skilled occupations associated with large-scale projects. However, the extent of labour market pressure will depend entirely on the timing of planned investment projects and on whether or not any major projects are postponed or cancelled. At this stage, and in the absence of much more detailed and extensive analysis, it is difficult to determine whether or not any labour shortages that arise will exist over the short term or for a number of years.

It was possible to isolate some existing and continuing labour shortages and these are contained in the tables and lists which follow. The information was compiled from testimony and briefs presented by:

- (1) The Canadian Petroleum Association
- (2) The Economic Council of Canada
- (3) The Association of Professional Engineers, Geologists and Geophysicists of Alberta
- (4) The Mining Association of Canada
- (5) The Canadian Information Processing Society.

TABLE 25

### Existing and projected shortages by occupations

OCCUPATION	NUMBER OF PEOPLE*	LOCATION	TIME
ENGINEERS (1) (2) (3)**	400-1,000/YR.	CANADA	1980-85
GEOLOGISTS (1) (2)	10-100/YR.	CANADA & WEST	1980-85
GEOPHYSICISTS (1) (2)	10/YR.	CANADA & WEST	1980-85
CONSTRUCTION LABOUR: (1)		WEST	1980-85
PIPEFITTERS	0-2,590		
WELDERS	0-1,760		
BOILERMAKERS	140-670		
IRONWORKERS	0-1,300		
MILLWRIGHTS	70-280		
OPERATING ENGINEERS	0-2,930		
INSULATORS	0-680		
TEAMSTERS	0-1,020		
ELECTRICIANS	0-390		
LABOURERS	0-1,440		
SKILLED TRADES (4)	2,020	CANADA	BY 1982
DATA PROCESSING PROFESSIONALS (5)	40,000	CANADA	BY 1990

#### Notes and References:

\*The ranges in the number of people required reflect different combinations of large scale projects and general growth projections contained in examples presented to the Task Force.

\*\*The superscript numbers refer to the list of sources above.

**TABLE 2.6**

### **Shortages by region and occupation**

OCCUPATION	REGION(*)
ENGINEERS	ATLANTIC PROVINCES QUEBEC AND ONTARIO ALBERTA AND BRITISH COLUMBIA ALL OF CANADA OR UNSPECIFIED
ARCHITECTURAL AND ENGINEERING TECHNOLOGISTS	ATLANTIC PROVINCES QUEBEC AND ONTARIO ALBERTA AND BRITISH COLUMBIA ALL OF CANADA OR UNSPECIFIED
MEDICINE AND HEALTH	ATLANTIC PROVINCES QUEBEC AND ONTARIO ALBERTA AND BRITISH COLUMBIA ALL OF CANADA OR UNSPECIFIED
MACHINING AND RELATED TRADES	ATLANTIC PROVINCES QUEBEC AND ONTARIO MANITOBA AND SASKATCHEWAN ALBERTA AND BRITISH COLUMBIA ALL OF CANADA OR UNSPECIFIED
FABRICATING, ASSEMBLY AND REPAIR	ATLANTIC PROVINCES QUEBEC AND ONTARIO MANITOBA AND SASKATCHEWAN ALBERTA AND BRITISH COLUMBIA ALL OF CANADA OR UNSPECIFIED
CONSTRUCTION	ATLANTIC PROVINCES QUEBEC AND ONTARIO MANITOBA AND SASKATCHEWAN ALBERTA AND BRITISH COLUMBIA ALL OF CANADA OR UNSPECIFIED
MOTOR TRANSPORT	ATLANTIC PROVINCES

(\*)Regions where witnesses identified shortages.

### **Occupational groups with existing and continuing shortages:**

- Technicians specializing in project development and architecture
- Medical, nursing and health services personnel and technicians
- Specialized sales personnel
- Management and management-related personnel
- Manpower planners and specialists
- Machine operators and personnel in related sectors
- Specialized workers in manufacturing, assembly and repair
- Construction personnel
- Transport operation personnel

### **Other sectors and areas of existing or projected shortages by industry:**

- The microelectronics industry with the broad range of occupational skills required, from highly qualified assemblers to specialist engineers.
- The emerging biotechnology industry with its broad, interdisciplinary needs.
- The telecommunications industry with its skill needs, some of which are similar to those of the microelectronics sector, and which will increase the demand for related skills.

### **At the Doctoral and Masters levels:**

- Management — where there are currently some 200 vacant teaching positions in Canadian management faculties but only about 20 Ph.Ds graduating annually.
- Computer science — where for 200 Ph.D graduates in 1979 there were 600 vacancies in university-level teaching and research.
- Engineering in general — where it is feared that increasing demand and high salaries will lure potential candidates directly into the work force rather than encouraging them into graduate education. This means increased loss of qualified university professors and this further threatens the supply.
- Various other professions in which the lure of immediate employment and high salaries continuously lessens the number of professors, researchers, and graduate students.

## Other concerns regarding shortages:

Several other areas of general concern on imbalances can be identified by examining outside sources and conditions. Among these is the possibility that sectors and occupations not currently facing or expecting imbalances will see these circumstances change through the action of outside factors. Factors such as technology and the Canadian and world economies could act to change, either moderately or radically, the traditional makeup of labour supply and demand.

An example of this potential for change is contained within projections of major projects (projects with capital costs of \$100 million or more) to the year 2000. Estimates of the enormous sums of money required for these projects range from the 438.6-billion-dollar estimate of the Major Projects Task Force, to a 1,400-billion-dollar estimate, as reported in the *Globe and Mail* on June 2, 1981. Plans for new projects exist for all regions across Canada.

These sectors include:

- conventional hydrocarbon exploration and development
- heavy oil development
- pipelines
- processing and petrochemicals
- electrical generating and transmission
- forest products
- mining
- primary metals production
- transportation
- manufacturing
- defence

Since many of these projects are in a planning or start-up stage, few of these anticipated capital costs have been translated into estimates of labour requirements. Hence, projections of the labour needed to service these major projects have not been fully developed.

A further complicating factor in predicting the size of labour demand stems from possible variations in the timing of these projects. Should their construction all take place at the same time, there would also be tremendous demands and shortages of construction labour in the peak construction period.\* With this would come a rapid rise and decline in labour demand when the construction starts up, and eventually winds down. On the other hand, if these major projects staggered their start-ups, there would be a gradual rise in labour demand from about 1981-82, to a plateau lasting several years between 1983 and 1989, then a gradual decline through into the 1990s. This smoothing out process would help to lessen the strain on the labour market which concurrent scheduling would create. Further, consecutive scheduling might reduce or eliminate some of the projected critical-skills shortages mentioned before. Another factor which might lessen these projected shortages could come from increased labour mobility which, with staggered

project phasing, might enable many jobs to be filled by an existing, or slightly expanded, Canadian labour force.

As an example of another factor which may alter traditional labour supply and demand patterns, the Alberta Advanced Education and Manpower Planning Secretariat predicts that Alberta's population increase, through net migration, will be about 500,000 people between 1980 and 1988. However, the occupational and skills mix of those people moving to Alberta may not meet the needs of the Alberta labour market. This is shown by the large number of professional and high-skill occupations in Alberta's projections of employment by occupation, from 1980 to 1988. These types of potential mismatches may also shift the nature of labour market imbalances into areas unaffected before. Another reason for change which we will consider is technology and its relationship with obsolescence. New and emerging technologies shift patterns of labour demand by reducing or eliminating the number of skilled or semi-skilled jobs needed for a project while creating demand in other skill areas.

The field of robotics is quickly expanding and its products have already replaced certain jobs on assembly lines: the automotive industry, for example. At the same time, new jobs requiring different skills have been created in such areas as machine design, computer controls and electronic maintenance. Similarly, computer-assisted design and computer-assisted manufacturing techniques can also be expected to replace some higher-level skilled people in occupations such as drafting, machining and tool and die making.

Demand will change rather than disappear as new opportunities develop for machine set-up, repair, maintenance and programming. However, we will have unemployment problems due to layoffs and job duplications even if all goes well with modernization, training and human resource development.

The point made by an examination of these existing and projected labour imbalances, as well as some of the possible agents for change is that, rather than knowing very much about what the future holds for the Canadian labour market, we actually know very little. What emerges from a review of briefs, testimony, and external material, is the apparent incompleteness and scarcity of information on opportunities for Canadian labour in the '80s, '90s and beyond. Since this data and information appears fragmented and inconclusive on a national scale, what then can be said for it at the individual level? Not surprisingly, what can be said to someone trying to plan a career, or planning to change careers, must of necessity be more vague. The most common theme emerging from the evidence presented to the Task Force, is the lack of in-depth information on various components related to the Canadian labour market on local, regional and national levels. Consequently, many of the

\*Assuming coincident starting dates in 1981-82, these peaks would occur during the 1983-85 period.

witnesses expressed their frustration at trying to plan expansion, relocation, start-ups and general human resource replacements and acquisitions, without adequate information. The conclusion to be drawn from this seems simple:

—Canadian governments, labour and business organizations, individual firms and last, but certainly not least, average citizens need better, more comprehensive data if they are to create and/or take advantage of opportunities in the labour market in the coming decades.

Many of the projected skill and/or regional imbalances are based on the existence of large-scale projects. This is particularly true of projected job demands in such locations as the West. While these projects have heavy capital expenditures, their labour force peaks during the actual construction phase, with the operational phase having a much lower labour demand. The danger is trying to meet (let us say) a projected demand in construction labour for these large projects is that, unchecked, the system may overreact in producing these required skills. The result of this type of overcompensation is that, after the construction phase of most projects has passed, we are faced with the opposite imbalance situation—an oversupply of construction labour. This type of boom/bust syndrome is not new to Canada. It happened in the mid-seventies, and is occurring in the current shortages of nurses as well.

An example of an imbalance which we should have been better able to predict and plan for is the current surplus of teachers in elementary schools. In the 1990s, if a small baby-boom occurs, the teacher surplus might turn into a teacher shortage.

The conclusion to be drawn from such past experience is straightforward: The system producing specific job skills in response to anticipated shortages must temper its exuberance or be faced with continuing cyclical fluctuation in labour supply and demand—complete with economic inefficiency. This control requires better information and planning.

## CONCLUSIONS

Several conclusions arise from the analysis of this Chapter:

**1** The labour force in Canada will grow at a much lower rate over the '80s than it did over the '70s. About half of the increased growth will be due to the aging of the population as the "baby-boom" generation gets older and more people want to work. About half of the expected growth will also be due to an increase in labour force participation rates.

**2** There is much uncertainty about the growth in labour-force participation rates. The evidence suggests that they will increase as women continue to enter the work force. The elimination of compulsory retirement at 65 will also swell the labour ranks. The participation of workers aged 65 and over will likely increase significantly in response to continuing high inflation. A rapid increase in the labour force participation of Native people is also likely, and this will probably lead to additional labour market pressure in the West.

**3** Despite the declining rate of growth in the labour force, employment may nevertheless have to grow at about 2 percent per year just to maintain an unemployment rate of 7.5 percent. Although this is a lower rate of employment growth than that recorded in the '70s, the evidence suggests that the high rate of employment growth in the '70s might not be repeated in the '80s.

**4** The rate of growth of output might be much lower than it was in the '70s, so that employment growth could be lower than it was then. Moreover, the pressures to make the Canadian economy more competitive will lead to an increase in labour productivity so that less labour will probably be required to produce the same output. Thus, unless there are major changes in labour market behaviour, it appears that Canada will still face a labour surplus and that the unemployment rate in 1990 will be much the same as it was in 1980.

**5** There will, however, probably be shortages of labour in some parts of the country—and in some occupations. These will depend on the timing of major projects, and it is not clear at this stage if the shortages will be short-term or if they will continue for a long period.



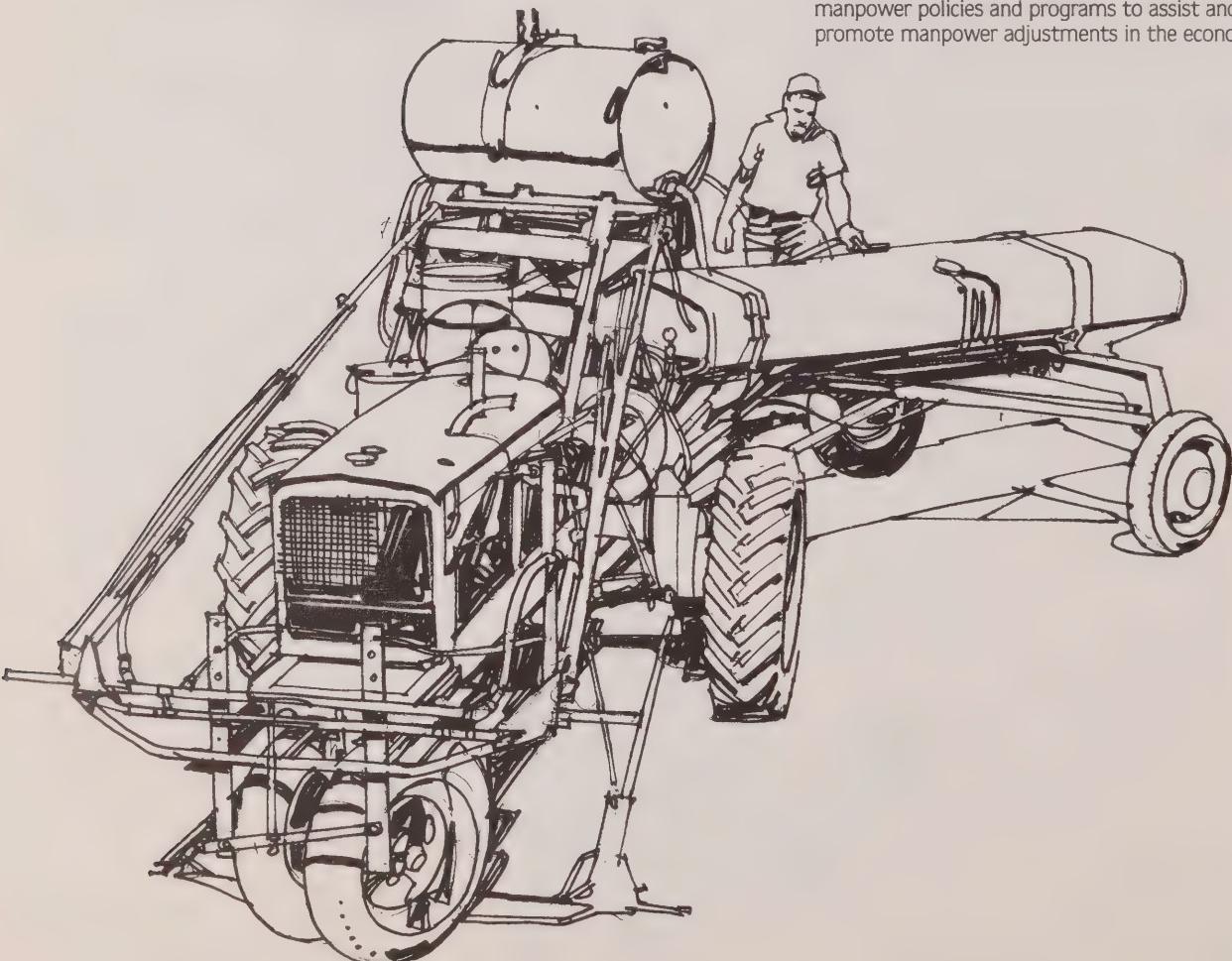
# What went wrong?

## A review of federal manpower policies and programs.

### INTRODUCTION

The Federal Government has a long and varied history of involvement in manpower training and education in Canada. However, its involvement increased dramatically in the '60s with its significant financial contributions to provincial governments for education beyond high school (under the Federal-Provincial Fiscal Arrangements Act 1967). There was also the proclamation of the Canada Student Loans Act in 1964 and the establishment of the Department of Manpower and Immigration in 1966. The latter brought together the manpower programs of the Department of Labour, the immigration service of the Department of Citizenship and Immigration, and the national employment service of the Unemployment Insurance Commission.

The Department of Manpower and Immigration was created at a time when it appeared that the growth of the economy had been severely limited by the level of education and training of the labour force in Canada. It seemed clear that there were many shortages of skilled manpower which limited economic growth. At the same time, there appeared to be substantial surpluses of unskilled manpower created by changes in technology and changes in the demand for goods and services. Moreover, there were limited opportunities for individuals to participate in the training and retraining programs in order to take advantage of new job opportunities. The Economic Council of Canada clearly identified these problems in its **First Annual Review** wherein it stressed the need for manpower policies and programs to assist and promote manpower adjustments in the economy.



It is ironic that fifteen years after the creation of the Department of Manpower and Immigration, and despite some of its successful programs, the manpower problems it was created to solve still exist. There are still shortages of skilled manpower, and the level of unemployment is now much higher than it was in the mid-'60s.

What went wrong? Can the Department be blamed for the failure of its policies and programs? Does the blame rest elsewhere with the more general economic policies of the Federal Government, or with provincial governments, employers,

or educational institutions? Has the vast amount of public money spent on training and retraining programs over the past fifteen years had any impact on the problem of shortages and surpluses of manpower? Can any steps be taken to ensure that future manpower programs relate closely to the expected changes in the '80s?

We have tried to answer some of these questions elsewhere in this report, and we shall try to answer the rest in the remaining sections of this chapter.

## The role of the Department of Manpower and Immigration

Before 1965, when the National Employment Service (NES) was part of the Unemployment Insurance Commission, its primary role was to provide workers with information about jobs and employers with information about workers. Statistics on job vacancies and placements show that the employment service was reasonably successful in matching jobs to workers.

In 1960 when the unemployment rate was 7.1 percent, the service listed 1.1 million vacancies and placed 0.7 million workers in jobs lasting more than one week. In 1980, when the unemployment rate was 7.3 percent, the Canada Employment and Immigration Commission listed 1.1 million vacancies and placed 0.8 million workers in jobs lasting more than one week.

Moreover, the NES was very active in promoting the movement of workers from communities with high unemployment to those with many job openings. It was also active in finding jobs for professionals and in the '50s about 5,000 of these were placed by the service every year.

Much attention was given to finding jobs for disadvantaged workers: about 15,000 physically handicapped workers were placed in jobs each year in the '50s. Women also received special emphasis: in the mid-'50s, women formed only 20 percent of the labour force, but they accounted for 35 percent of the placements made by the NES.

When the Department of Manpower and Immigration was created in 1966, the emphasis changed to training and retraining although information and job placement remained as priorities. Economists and policy-makers optimistically believed that the manpower problems of the economy could be significantly lowered by training and retraining workers to take advantage of new employment opportunities. The Technical and Vocational Training Assistance Act of 1960 and the Adult Occupational Training Act of 1967 provided the opportunity to create this new thrust.

However, it should be noted that, although the Department was designed to deal with "frictional" and "structural" unemployment (which are due to job-search and manpower imbalances), it had no responsibility for reducing other types of unemployment, such as unemployment due to insufficient demand for goods and services in the economy.

Under the Adult Occupational Training Act of 1967, the Department of Manpower and Immigration was given authority to purchase training courses from provincial educational institutions and from private schools. It has also had authority to pay for training that employers offer employees. The bulk of training courses, however, has been purchased from educational institutions, and it is only recently that the funding of industrial training courses has increased to any degree.

The Manpower Mobility Program was started early in 1967 along the lines suggested by the Economic Council of Canada in its **Second Annual Review**. The program was designed to provide mobility grants to persons so that they might look for jobs, take occupational training courses not available in their home provinces, or accept jobs in a new area. However, the funds for the program have always been quite low when compared to those given to training. For example, in 1979-80, expenditures for this program were \$9.5 million compared to \$532.5 million for training.



Since the early '70s, there has been an increasing emphasis on job creation programs. The first of these was the Opportunities for Youth (OFY), introduced in 1971 in response to expected high youth unemployment in the summer months. This was followed by the Local Initiatives Projects (LIP) program, the Local Employment Assistance Program (LEAP), the Canada Works Program (CWP), the Young Canada Works Program (YCWP), the Summer Youth Employment Program (which actually consists of about 20 programs operated by 10 federal departments and replaces the YCWP), a Job Exploration by Students program, and many others. Many of these are so similar to one another that some analysts have suggested that they represent a simple change of name rather than a new direction. Moreover, the programs are designed to be short-term only, and many have social, political and economic objectives.

The Department of Manpower and Immigration merged with the Unemployment Insurance Commission in 1977. The new Canada Employment and Immigration Commission/Department is now responsible for the operation of the unemployment insurance program as well as the vast number of employment, training and immigration programs previously operated by the Department of Manpower and Immigration. Some critics argue that one of the consequences of the merger is that the emphasis has changed from the provision of training and job creation to the control and policing of those who claim unemployment insurance benefits.

The figures in table 3.2 give an idea of the size of the Commission. In 1979-80, the Commission spent 4,834.4 million dollars on all of its programs and 587.8 million dollars on its operations. It also employed 24,901 person-years as of March 31, 1980; of these, 7,779 person-years were spent in administering the unemployment insurance program (mainly a control and supervisory activity) compared to 4,332 in providing employment services (a service activity to the public). However, these figures do not provide a complete picture of the effort put forth on the different programs.

For the employment and immigration programs only, funds were 825.3 million dollars and operational expenditures were 453.6 million dollars; 17,122 person-years were needed to administer and operate these programs.

It is also interesting to examine the proportion of expenditures and person-years allocated to the different types of employment and immigration programs. Nearly two-thirds of the funds for employment and immigration programs went to training; slightly more than half of the operational expenditures and about two-fifths of the person-years were allocated to functions other than the administration or operation of programs. Only 25.3 percent of person-years was devoted to employment services which include services to employees and employers, and counselling.

The programs currently operated by the Commission/Department include, among others, the programs in the following table:

TABLE 3.1

### The eleven largest CEIC employment and training programs as measured by 1981-82 budgeted expenditures<sup>(1)</sup>

PROGRAM	EXPENDITURES	
	BUDGETED 1981-82	ACTUAL (PRELIMINARY) 1980-81
CANADA MANPOWER TRAINING PROGRAM	\$536,287,000	\$501,374,000
CANADA MANPOWER INDUSTRIAL TRAINING PROGRAM	102,768,000	98,798,000
EMPLOYMENT SERVICES (PLACEMENT ACTIVITY)	95,211,000	93,103,000*
LOCAL EMPLOYMENT ASSISTANCE PROGRAM	64,200,000	58,900,000
INDUSTRY-LABOUR ADJUSTMENT PROGRAM	56,614,000	NIL
CANADA COMMUNITY DEVELOPMENT PROJECTS	47,785,000	59,040,000
SUMMER YOUTH EMPLOYMENT PROGRAM	47,167,000	55,143,000
EMPLOYMENT TAX CREDIT PROGRAM**	42,200,000	92,300,000
PROGRAM FOR THE EMPLOYMENT OF THE DISADVANTAGED	23,150,000	NIL
CRITICAL TRADES SKILLS TRAINING	\$20,239,000	\$7,400,000
OUTREACH	\$13,073,000	\$10,137,000

(1) Expenditures are net of operating costs.

\*Estimated preliminary figure.

\*\*Expired March 31, 1981. Although this program does not have an actual expenditure, it is included because of the amount of revenue foregone by the government.

SOURCE: CEIC, Finance Division, unpublished data.

## Have manpower policies and programs worked?

It is clear from the figures in table 3.2 that the Federal Government spends an enormous amount of money on manpower training, job creation, employment services, and other programs to assist in the adjustment of people to jobs. Have these programs worked as they were intended?

This is not an easy question to answer. The evidence that has been presented to us suggests that it is impossible to arrive at an objective or simple answer, since all of the data required for analysis are not available. This is a surprising and disappointing state of affairs since the Department of Manpower and Immigration was created for that reason and at a time when it was becoming clear that better information, research and systematic analysis could play a vital role in improved public policy-making. The Federal Government seemed to recognize this. The new Department contained a major division (the Program Development Service) headed by an Assistant Deputy Minister and designed to concentrate its efforts on research, evaluation and labour market information. Despite those and other efforts, the problems still exist.

**TABLE 3.2**

### Expenditures and person-years in CEIC, 1979-80

	PROGRAM FUNDS \$MILLIONS	OPERATIONAL EXPENDITURES \$MILLIONS	PERSON-YEARS NUMBER
	%		
1. EMPLOYMENT TRAINING —INSTITUTIONAL AND INDUSTRIAL TRAINING, CRITICAL TRADE SKILLS TRAINING	532.5 19.1 990	4.2 5.8	64.5
2. EMPLOYMENT DEVELOPMENT JOB CREATION PROGRAM	219.0 18.7 762	26.5 4.1 4.5	
3. EMPLOYMENT SERVICES —SERVICES TO EMPLOYERS AND EMPLOYEES INCLUDING CECs, OCCUPATIONAL CAREER ANALYSIS	0.3 76.4 4,332	0.0 16.8 25.3	
4. LABOUR MARKET DEVELOPMENT —MOBILITY PROGRAM OUTREACH, SPECIAL GROUPS, ETC.	54.6 35.0 1,608	6.6 7.7 9.4	
5. IMMIGRATION	18.9 75.6 2,477	2.3 16.7 14.5	
6. OTHER —GENERAL ADMINISTRATION, STRATEGIC POLICY AND PLANNING, SYSTEMS DEVELOPMENT ETC.	0.0 228.8 6,953	0.0 50.4 40.6	
SUB-TOTAL EMPLOYMENT & IMMIGRATION PROGRAMS	825.3 453.6 17,122	106.0 100.0 153.0	
7. UNEMPLOYMENT INSURANCE PROGRAM	4,009.1 134.2 7,779	PROGRAM FUNDS \$MILLIONS OPERATIONAL EXPENDITURES \$MILLIONS PERSON-YEARS NUMBER	
GRAND TOTAL:	4,834.4 587.8 24,901	PROGRAM FUNDS \$MILLIONS OPERATIONAL EXPENDITURES \$MILLIONS PERSON-YEARS NUMBER	

Note: Percentages are based on employment and immigration programs only. Figures may not add to 100.0 because of rounding.

There have, of course, been a number of studies both by the Department itself and by other researchers which were to determine if specific manpower programs are truly effective. However, these studies cover only a small number of the many programs operated by the Department/Commission and it is difficult to get any sense of the value of the entire package of programs. Moreover, the results of these outside evaluations have generally been quite contradictory to those carried out by the Department itself.

In its **Eighth Annual Review** in 1971, for example, the Economic Council of Canada argued that a detailed analysis of the data on the employment experience of trainees, showed that "...the program (did) not appear to have resulted in improvement in employment." "By contrast, the Department claimed that the benefits of the program...were two to three dollars for each dollar spent in the program." (p. 112)

It seems clear to us, however, that many of the programs carried out by the Department have tended to focus on the short-term reduction of unemployment rather than on the long-term creation of productive employment. For example, many training and retraining programs have been directed at occupations with poor employment prospects. Similarly, little attention has been paid to the quality of the jobs created under job creation programs.

The Canada Manpower Training Program is directed at a range of training and retraining objectives. Funds are provided for apprenticeship training courses and other skill-training courses in institutions for basic academic upgrading, language training for immigrants, job-readiness and work-adjustment training, industrial training and, recently, training for critical trades skills. Some parts of the program are clearly geared to meet the needs of individuals (for example, basic academic upgrading), and others are closely related to industrial demands (for example, apprenticeship training courses).

It seems clear, however, that most of the expenditures for institutional training have not been meeting the needs of the rapidly changing labour market. In fact, it appears that the availability of money for training has been an important issue in deciding on training purchases. Analysis of the distribution of training funds shows that they have been closely related to provincial unemployment rates—which may not actually show training needs.

One of the results of this allocation procedure is that in eastern Canada there have been substantial expenditures for the development of low-level skills which were already in excess supply, while persistent skill shortages have been developing in central and western Canada. However, the data required to identify training needs are not readily available. This may explain why training programs have not reduced such shortages and surpluses to any great degree.

Job creation programs are short-term programs designed to assist particular population groups or geographic areas during periods of low economic activity. On the basis of this, the programs should be directed towards assisting those groups for which the economic slowdown is recent or is expected to be temporary. However, analysis of the allocation of job creation funds show that in many cases funds have been directed to groups or areas with historically high unemployment rates, and not necessarily to those suffering from temporary ups and downs in economic activity. As a result, the persons supported by job creation programs have often become unemployed again and have sometimes regained their eligibility for unemployment insurance benefits in this way.

As mentioned, the employment services provided by the Commission/Department are designed to help employers to find workers and job seekers to find jobs. These services are provided through about 450 main Canada Employment Centres and branch offices, and a number of other university and campus offices, seasonal offices, and so on. Most Canada Employment Centres operate Job Information Centres which contain listings of job vacancies by occupation. Job seekers and employers can also get information on federal assistance programs for which they may qualify. In addition, the staff of the Canada Employment Centres usually includes counsellors who can provide guidance on occupational careers and training programs for job seekers.

The Canada Employment Centres thus provide the basic contact point between the Commission/Department and job seekers and employers. They therefore play a critical role in the effectiveness of manpower policies and programs. Their importance was recognized by the Senate Standing Committee on National Finance in their **Report on Canada Manpower** in 1976, when they called for a complete evaluation of services to job seekers and employers.

No complete evaluation of services to employers has ever been undertaken, and a study on the effectiveness of the services provided by the Centres has only recently been completed. The results suggest that in terms of wage increases and job tenure, job seekers who use the Centres are no better off than those who do not.



Job vacancies listed with the Centres, and the job placements made by them, also suggest that their services have deteriorated. As noted above, in 1960, when the unemployment rate was 7.1 percent, the National Employment Service of the Unemployment Insurance Commission listed 1.1 million job vacancies and placed 0.7 million job seekers in jobs lasting more than one week. In 1980, when the unemployment rate was 7.3 percent, the Canada Employment Centres listed only 1.1 million vacancies and placed only 0.8 million job seekers in jobs lasting more than one week. Over this period of time, the size of the labour force and total employment in the country had almost doubled, so that the Centres appear to be doing relatively less well than the previous National Employment Service in terms of both their listings of vacancies and the placements of job seekers.

These findings are strongly supported by the testimony of witnesses to the Task Force. Employers and employer groups pointed out that they prefer to fill jobs by other means, for example, by advertisement or through private employment agencies. They often use the Centres only as a last resort or to recruit persons for low-skilled jobs. Representatives of employees agreed that the Centres offer very limited and unsatisfactory services to job seekers. This appears to be particularly so for job seekers who face special difficulties such as young people, women, Native people and the handicapped.

We therefore conclude from the evidence presented to us that, although a few specific manpower programs of the Canada Employment and Immigration Commission/Department are fairly successful, the majority of them have not worked as they were intended to.

## **Some reasons for the failure of manpower policies and programs**

There are many possible reasons for what we consider to be a general lack of success in the application of manpower policies and programs. One of the reasons has to do with the difference between the jurisdictional responsibilities of the federal and provincial governments.

Provincial governments are constitutionally responsible for education, while the Federal Government is responsible for economic growth, and hence for training to meet the needs of the economy. The Federal Government spends a large amount of money buying training courses from provincial governments which in turn control the educational institutions providing these courses. Thus there is need for close cooperation between the two governments to ensure that the required courses are actually made available and that necessary changes are carried out by educational institutions in an organized manner.

The Federal-Provincial Manpower Needs Committees were designed to encourage this cooperation. However, some of the witnesses before the Task Force have argued that while these Committees have been very useful in some provinces, they have not worked at all in others. Some provincial governments have complained that the Commission's decisions are often late and one-sided. As a result, the Federal-Provincial Manpower Needs Committees have little or no time to consider the federal proposals for the purchase of training courses. Frequently, the Committees have not been able to play an effective role in determining training needs.

Sometimes action by the provinces in an area of their responsibility may conflict with federal programs. For example, the provincial governments are responsible for certifying professional qualifications and for setting acceptable educational and training standards. Since these standards vary from one province to the next, they may actually prevent the movement of skilled persons to areas with good employment prospects.

Another reason for the failure of the manpower programs is that the Commission/Department now offers so many different programs that it is difficult, for clients as well as for the staff of the Canada Employment Centres, to fully understand them. Over the years the names of many of the programs have been changed—so have the rules for application—and it has been difficult for users to keep up with these changes.

A large number of programs is not entirely undesirable. The manpower problems differ by area and population composition, so that a large number of programs may be needed to deal with the variety of problems. It may make sense, then, to design a particular program to solve a specific problem; and yet that program may not work in solving other problems.



What appears to be wrong with the present approach is that the programs are designed by the Ottawa office, and are then applied equally to different regions and population groups.

This approach is like trying to fit square pegs into holes of different shapes, rather than making a different peg to suit each hole.

In developing its manpower programs, the Commission/Department has had a tendency to rely on the analysis and recommendations of technical experts who have little knowledge of the needs of local areas. Their contribution is clearly essential, but it is also fairly obvious that the people who know and understand the local area best—the local politicians, community organizations, employees and educators—have a better understanding of their particular employment problems, and of the appropriate solutions. Thus, it would make good sense for the Commission/Department to consult with local groups to identify local problems and their solutions.

The type of "national" approach taken by the Commission/Department in identifying and solving local employment problems also turns up in the administrative procedures instituted by the Commission/Department and in the operation of the Canada Employment Centres. The decision-making structure of the organization is highly centralized and administrators at the local level must follow rigid procedures. These are not always congruent with local problems and they tend to discourage local initiative. Moreover, a great deal of working-time in Canada Employment Centres is used to prepare detailed reports and statistics for use by the national office in Ottawa. This kind of information is clearly necessary for the efficient management of the organization, but it is not clear if all of the current administrative forms and reports actually provide useful information.

Many simply add to the administrative burden on the Centres. The more important duties of the staff—providing employment services—are neglected.

The performance of the Canada Employment Centres is judged on the number of employers visited or of job seekers interviewed. There is no attempt to measure the quality of the services given. Imagine, for example, that a short interview is given to an experienced worker who already has a good idea of his aptitudes and interests and about the jobs available. This counts for as much as an interview with a new graduate who has little idea about his or her own aptitudes and interests, or about the type of work available. You can well see how this emphasis on numbers has created a "revolving door" in the Centres. Many concentrate on getting as many clients as possible in and out of their doors. In this way, they try to maintain a high efficiency level in the eyes of their head office in Ottawa.

One of the results of this approach is that clients with special needs, for example, young people, women, Native people and the handicapped, generally receive inadequate counselling and guidance. In the case of women, it is more "productive" for a counsellor to recommend that they take a training program in an occupation that has always been filled by women, such as typing or stenography, rather than spending the necessary time determining their aptitudes and special needs.

There are also other reasons for the public's bad impression of the Canada Employment Centres. Employers have suggested that the people at the Centres are not trained to screen job seekers properly. Job applicants referred to them often do not meet the requirements of the job. Much of the training provided to counsellors deals with the rules and regulations governing the different manpower programs, and little emphasis is given to the public-relations aspect of the job.

The clerks and reception staff of the Centres play an important role in the first impression that clients form of the Commission/Department. Employees who hold similar positions in private service organizations, such as airline offices or private employment, usually receive some training in meeting and dealing with the public. However, the Commission/Department does not appear to have invested heavily in such training of the Centres' staff.

The recent union of the Unemployment Insurance Commission with the Department of Manpower and Immigration (to form the new Commission/Department) has also created some problems in the Canada Employment Centres. Unemployment insurance officers perform a control function, rather like that of a policeman, to reduce misuse of the Unemployment Insurance Program. By contrast, counsellors play an advisory role, somewhat like a psychologist, and must develop a good understanding of the client's aptitudes and needs before they can recommend a course of action. The control and advisory functions are incompatible with each other and it is difficult to maintain a balance between the two.

One would assume, of course, that there are certain advantages to be gained by combining the two programs. One of these would be that money can be saved, since some duplication of effort can be eliminated. The evidence presented to us suggests that these savings have not actually taken place. For example, an unemployed worker must complete two sets of registration forms—one to look for a job, the other to claim unemployment insurance benefits. Both request similar information. It has been estimated that simply eliminating the duplication of effort in processing and filing the two sets of information will result in a saving of at least 1,000 person-years.

The joining of the Unemployment Insurance Commission with the Department of Manpower and Immigration has created a very large bureaucratic structure. It may not be able to act quickly or efficiently to the rapidly changing employment problems that might arise in the '80s. In fact, there is a great deal of evidence to suggest that the Department of Manpower and Immigration, a much smaller organization, had itself not responded well to the changes which appeared to be necessary in the '70s.

For example, in its **Eighth Annual Review** in 1971, the Economic Council of Canada argued that the benefits of the Canada Manpower Training Program were being overstated by the benefit-to-cost model adopted by the Department. However, the Department continued to use the high benefit-to-cost ratios produced by its model as a basis for justifying training program expenditures.

In its **Annual Report** for 1974/75, it stated that expenditures on the Canada Manpower Training Program "...show a long-term benefit of up to six dollars for every dollar spent". In fact, it was probably only after the **Inter-departmental Evaluation Study of the Canada Manpower Training Program** in 1977, which also pointed out the weaknesses of the benefit-to-cost model, that the Department appeared to accept the argument that the model was not sound.

The Economic Council of Canada also has made various other criticisms of the Department's programs. In 1971, the Council argued that the manpower training programs of the Department appeared to be heavily biased towards institutional training. It recommended that a greater proportion of training expenditures should be used for industrial training. It is only now, about ten years after the Council made its recommendation, that an attempt is being made to do so.

Criticisms of manpower programs and constructive suggestions for improvements were made by the Senate Standing Committee in their **Report on Canada Manpower** in 1976. The Committee recognized that it was essential that the employment services provided by the Canada Employment Centres should be evaluated from both the employer's and the employee's points of view. No evaluation of their effectiveness for employers has yet been carried out, and a study of the effectiveness of the Centres in providing services to job seekers has only now been completed—nearly five years after the recommendation was made. The Committee also suggested that the method (FOIL) used by the Department to get short-term forecasts of occupational shortages in local areas should be compared with data on actual shortages to provide an idea of its reliability. FOIL has never been evaluated in this way, but it is no longer being used by the Department to generate forecasts.

The fact that the Department has not responded to either internal or external evaluation studies has already been noted elsewhere. In its **Eighth Annual Review** in 1971, the Economic Council of Canada praised the Department for its pioneering efforts in systematic analysis and evaluation. At the same time, the Council noted that it could find no evidence that the results of the analysis and evaluation were leading to improvements in the Department's programs. More recently, in a 1978 study carried out for the Economic Council of Canada, Professor Dennis Maki argued that the many criticisms of the manpower programs of the Department have produced "...neither changes in policy nor rebuttal of their main points".

The Department has also made little effort to collect and distribute information about the employment situation, or to carry out research and analysis on how the labour market works. As we noted above, the importance of these functions was specifically recognized in the structure of the Department, and it was in a strong position to make a significant contribution in this area. The fact that it has failed to do so is probably one of the most important reasons for the failure of manpower programs in Canada.

Many of the witnesses who appeared before the Task Force made the point that the information and analysis needed to provide a better picture of the employment situation simply does not exist in Canada. We deal with the issue of information needs in another chapter, but it is worth noting here that the need for good, factual information has long been recognized.

In its **Eighth Annual Review** in 1971, the Economic Council of Canada argued that "the informational needs of a selective manpower policy are indeed formidable. Data are required on labour demand and supply, with considerable detail on both occupation and geographical areas. Further, since the aim of manpower policy is to **anticipate**, and therefore prevent, structural maladjustments in the labour market, what is required is really highly detailed **prospective** information; i.e., projections of manpower needs by occupation and area, together with projections of supply from training institutions and other sources" (p. 123).

This statement clearly recognizes the need for data for local areas and for projections on the future numbers of jobs and people. These are two major issues which were raised again and again by witnesses to the Task Force.

It is important to note that enough proper information is required not only to develop policies and programs, but also to inform the public—particularly employers and employees—about changing employment conditions. Thus a great deal of effort must be put into the interpretation of information and into the dissemination of the results so that it is easily understood by the public. There is little evidence to suggest that the Commission/Department has devoted much effort to this end.

The record of the Commission/Department in making manpower forecasts is also poor. Two methods have been used to make forecasts: FOIL and COFOR. FOIL was intended to provide short-term forecasts of job shortages and we have already mentioned above that there was nothing to show how well it performed. COFOR is a model which gives out medium-term projections of manpower requirements in about 500 occupations, providing a provincial forecast, excluding occupations which require post-secondary education.

Models of this type were popular in different countries in the '60s, but they were severely criticized since they took no account of the adjustments that employers and workers had to make to changing employment conditions. Thus, their forecasts are not very useful in decision-making, and they may seriously mislead planners and individuals. Despite all this, the Commission/Department has shown no interest in developing a reasonable alternative.

## CONCLUSIONS

Our examination of the manpower policies and programs operated by the Canada Employment and Immigration Commission leads us to several conclusions:

- 1** There appear to be shortages and surpluses of different types of manpower occurring in the economy at the same time. A similar situation existed 15 years ago when the Department of Manpower and Immigration was first established.
- 2** The programs of the Department and the new Canada Employment and Immigration Commission have not had much effect on these manpower imbalances.
- 3** The recently-introduced Critical Trades Skills Training Program may be an exception, since it appears to be fairly successful so far.
- 4** One of the major reasons for the failure of manpower programs has to do with the bureaucracy. Over the years, the programs of the Commission/Department have been subject to many criticisms, but very little has been done to change or improve the situation.
- 5** There has been much evaluation of the Canada Manpower Training Program and this has shown that the funds have often been directed at occupations with fewer and fewer employment opportunities.
- 6** The decision-making structure of the Commission/Department is highly centralized. The Canada Employment Centres which provide the focal point of the employment services do not have enough decision-making powers. Manpower programs are decided on at the national office in Ottawa, and are therefore often not suitable for solving employment problems in local areas.
- 7** The efficiency of the staff of the Canada Employment Centres is evaluated in terms of quantity (the number of clients interviewed) rather than in terms of the quality of the service provided. This emphasis on numbers has meant that special groups with complex employment problems, such as women, Native people, the young and the handicapped, often receive inadequate services. They may therefore continue to be a cost to the country.
- 8** There is a real danger that the quality of our employment services will diminish with the joining of the Unemployment Insurance Commission and the Department of Manpower and Immigration if the control of unemployment insurance claimants receives greater attention in the Centres than the provision of good employment services.
- 9** The failure of the Commission/Department to provide information on both current and future employment conditions is particularly noticeable. There is very little official information on the shortages and surpluses of different types of manpower currently existing in different areas. Moreover, there are no reliable forecasts on what shortages and surpluses will develop in the future. Thus, employers, employees and planners are in a poor position to make employment-related decisions. This also affects the flow of immigrants into the country: it cannot be properly adjusted to suit the manpower needs of the economy.

# Employment policies

## Will Canada commit to a goal of "full employment"— a job for every person willing to work?

During its work, the Task Force heard many representations with respect to employment policies. While briefs on this subject were received from all parts of the country, these matters were particularly emphasized in the slow-growth and depressed areas of the country where there were greater problems with job shortages than with skilled labour shortages. Many said that even if we trained all the unemployed in their area, there would not be enough work in the region to provide them with jobs. Consequently, they encouraged us to improve government employment programs.

The major recommendations from witnesses on this subject were to adopt a full employment policy; to make the most of work opportunities for Canadians; to assure work to all those who wanted to work; to revise and better direct present employment programs; to build on and encourage our growth industries; and to provide greater flexibility for more local input.

There was some concern about the status of the work ethic in Canada. On this point employers, governments, educators, and Outreach workers all testified that the work ethic was very strong in Canada, among all ages and in all regions. One company executive stated that their recent apprentice-recruits were the most enthusiastic and committed he had seen for many years. One must conclude that Canadians are anxious to work and will go a long way to find and train for full-time employment.



Unemployment and underemployment (workers in jobs below their level of ability) in Canada are caused by a variety of factors. One of the most important is the level of economic activity and the related macro-economic policies followed by the government. At the present time, for example, the government is attempting to control inflation mainly through monetary policies, and this has tended to keep the unemployment rate at a fairly high level.

The levels of unemployment and underemployment are also determined by cyclical and seasonal swings in the economy. Construction workers are one group of several acutely affected by these variations.

Structural shifts in the economy may also lead to unemployment and underemployment. Since 1973, for example, there has been an increase in job opportunities in primary industries and a decrease in some manufacturing industries which are particularly sensitive to foreign competition. The net result is that there has been an increase in demand for skills required in the primary and high-technology industries, and also an increase in unemployment in some established manufacturing industries.

Structural changes in the economy often generate an increase in the demand for some types of manpower skills, and at the same time a decrease in the demand for others. Employers and employees adjust to these changes in different ways. Employers often increase the wages paid for skills in high demand, or increase the hours worked by existing staff, or try to employ manpower with related skills.

## What is meant by full employment?

With respect to full employment policies, the Task Force members were of different views. Some were not willing to recommend a full employment policy because it was not clearly defined and because of its implication that it was the government's responsibility to provide jobs for everyone. Other members pointed to a definition of full employment proposed recently by the Governor of the Bank of Canada, who said that approximately 7 percent unemployment was full employment, while certain economists said that full employment was about 3 or 4 percent unemployment. Still others, recognizing that there was no exact definition of full employment, felt that this was not important. For them, rather, an official, stated policy of full employment was essential as a national economic and social goal, so that all other policies could be developed to respect and coordinate with this goal.

Further, Task Force members did not accept that there was no solution to the present trade-offs between high unemployment on the one hand and high inflation on the other. They felt that human ingenuity and political will should provide better solutions.

Workers sometimes change occupations to move into growth areas, and they may have to take an initial cut in pay or obtain further education or training to develop the required skills.

Many of the unemployed and underemployed can, however, receive assistance through counselling and training or retraining programs. Many job seekers, for example, look for jobs in occupations with which they are familiar or in which they have already worked, and they often fail to realize that their skills may be useful in other occupations. Proper counselling and guidance can point these people in new directions and open up new employment opportunities to them. At present, many users of the Canada Employment Centres simply look through the jobs advertised in the Job Information Centre and never even consider some other jobs which they could probably fill.

Federal training and retraining programs are also designed to provide new opportunities for the unemployed and the underemployed. In theory, job seekers should be encouraged to take retraining programs in which employment opportunities are good and from which they can benefit. In practice, however, the aptitudes and needs of job seekers are often not properly identified and, as a result, they are put into training programs which neither lead to improved employment possibilities nor benefit them in any other way.

When the Canadian government directed its attention to the domestic economy in the immediate post-war period, it expressed its firm intention to prevent any future recurrence of the massive unemployment that had occurred in the '30s. This dedication was written into the White Paper on Employment and Income issued in 1945:

*"...The Government has stated unequivocally its adoption of a high and stable level of employment and income, and thereby higher standards of living, as a major aim of Government policy. It has been made clear that, if it is to be achieved, the endeavour to achieve it must pervade all government economic policy. It must be wholeheartedly accepted by all economic groups and organizations as a great national objective, transcending in importance all sectional and group interests."*

Some twenty years later, the Economic Council of Canada was set up under an act of Parliament to study and advise upon the economy in relation to the attainment of five economic and social goals, the first of these being "full employment".

In its **First Annual Review** in December 1964, the Council attempted to set out economic goals for the rest of the decade, noting that their estimates were:

**"...a calculation of the possible,...a target to be aimed at,...not the highest level of attainment under the best of all possible circumstances, but rather an indicator of productive capabilities under reasonable expectations of performance."**

With this in mind, the Council projected that a 97 percent rate of employment, or 3 percent rate of unemployment of the labour force, would be a realistic objective to aim for over the balance of the '60s and that economic policies should be directed towards the achievement of this goal.

This would have meant the employment performance standard of the period from 1946-53. During that time, the unemployment rate averaged about 3 percent. Meeting this unemployment performance standard in 1964 would have meant reducing the unemployment rate by about 1.7 percentage points.

It is interesting that in the period after these goals were set, they were substantially met. Between 1946 and 1953, after the Employment and Income paper came out, the unemployment rate averaged 3 percent. In the mid-'60s, after the Economic Council's **First Annual Review**, we had three "full employment years" between 1965 and 1967 when the unemployment rate averaged 3.8 percent.



Since that time, the unemployment rate has moved upwards, and by the mid-'70s, the average rate had almost doubled to 7.4 percent between 1975 and 1977. In the past months, we have crossed the five year threshold, when for 60 consecutive months, the official seasonally adjusted level of unemployment was over 7 percent. Because of this upward trend in the rate, the government's attitude toward "full employment" has changed.

The 3-percent target disappeared at the beginning of the '70s. When the government passed the Unemployment Insurance Act in 1971, it based its legislation on an average of 4 percent unemployment throughout the decade. It also took on the responsibility of paying for program costs resulting from a rate in excess of 4 percent. Through the '70s the unemployment rate was consistently higher than this. By 1979, the Economic Council of Canada, in "Two Cheers for the Eighties" stopped talking about "full employment" and instead introduced the concept of an "equilibrium rate of unemployment", or the rate of employment that could be maintained without creating inflationary pressures in the labour market; and set the rate at 6 percent.

From the point of view of policy making, these rates are enormously important, in that the government uses them as goals. The rates, in effect, determine the degree of government commitment to policies which in turn encourage the growth of employment.

It appears from recent statements of the government and policy papers prepared for the Department of Employment and Immigration, that the whole concept of aiming at "full employment", even with a watered-down definition, has disappeared.

The budget introduced by Finance Minister Allan MacEachen in November 1980 projected an unemployment rate in excess of 8 percent for the first five years of the '80s. (This is double the 4 percent rate that the government found acceptable in 1971.)

Further, changes made to the Unemployment Insurance program through the '70s and in 1980 have weakened the government's vested interest in maintaining anything like full employment.

The latest proposals would fix the government contribution at 15 percent of the total payout, without any specific responsibility for ensuring low overall rates, or even low regional rates, of unemployment.

Moving even further away from the concept of full employment is the philosophy outlined in the latest government report on labour markets, **Labour Market Developments in the 1980s**, which spends a whole introductory chapter asserting that a specific "full employment" goal has never been clearly accepted by the Federal Government, and rationalizing high unemployment as a necessary part of price stability.

Such rationalizations will not do. In the absence of a government commitment to the goal of providing full employment—that is, a job for every person willing and able to work—it is impossible to plan and carry out job-creation and training programs which will be of any real benefit.

Canada needs an industrial strategy that will put people to work, and a government determined to achieve this goal must set goals for lowering unemployment. This strategy should aim to achieve full employment, which the Task Force considers to be 4 percent unemployment. Government policy should be designed to meet this goal as soon as possible.

Government involvement in job creation and training should complement our economic structure, providing opportunities for integration and advancement, rather than acting as a stop-gap remedy, which reduces the unemployment rate for brief periods rather than providing meaningful long-term jobs.

A government committed to putting people to work would also be required to make a more honest assessment of the unemployment picture in Canada, including in its statistical calculations estimates of up to several hundred thousand Canadians left out of our monthly jobless totals because they have stopped looking for work.

To accomplish these objectives, a sector by sector analysis of our economy should be conducted on a continuing basis as recommended to the Task Force by both labour and management groups. The machinery to set this kind of strategy in motion is the subject of much of this report.

But the essential ingredient remains a government committed to the concept of "full employment" and filled with the political will to carry it out.

The Task Force, drawing on its evidence, concluded that equally important with full employment were the conditions under which that employment took place—the quality of the workplace, job satisfaction, pay, and benefits. One member emphasized that a full employment policy should not imply an obligation to work under unfavourable conditions, or against one's will.

The Task Force recognized that this subject was one in which all levels of government and the private sector had roles to play. In order to pursue full employment or to take full advantage of employment opportunities, the Federal Government needed help. The achievement of such a goal requires close federal, provincial and private-sector cooperation and better institutional tools for federal-provincial coordination.

## RECOMMENDATION

**1 The Federal Government, in cooperation with the provinces, should seek the goal of full employment in Canada and maximize opportunities for all Canadians to obtain satisfactory work which will contribute to our national growth and individual well-being.**

## DISSENTING VIEW 1

JIM HAWKES, M.P. AND JOHN McDERMID M.P.

Mr. Hawkes and Mr. McDermid endorsed the principle of encouraging governments at all levels to develop economic policies with a growth orientation that will result in cutting our unemployment rate in half but they wish to be on record in disassociating themselves from the use of the words "full employment" to the extent that this concept generally implies the increased use of taxpayers' dollars to create a massive increase in the number of civil servants. Mr. Hawkes and Mr. McDermid wish to emphasize their belief that economic policies directed toward creating more taxpayers and fewer tax spenders are both possible and desirable in the Canadian context.

## Industrial strategy

In its discussions, the Task Force recognized that in Canada the principal generator of employment has been, and will continue to be, the private sector. However, the public sector has an extremely important role to play. It is evident that in Canada, considering international competition and other factors, some industries would not survive without government support or protective legislation. There are other areas where the government must step in not only for economic but for social and political reasons as well. Many employers told the Task Force that it was difficult for them to plan investment, expansion, manpower policies and training programs without a clear picture of the government's intentions—which should remain consistent over a reasonable period of time. Educational and training planners made similar comments.

In this respect, there were recommendations from many sectors and parts of the country that the government must have a better-articulated, better-integrated industrial strategy. Sectors with problems that were mentioned included energy, shipbuilding, forestry, fishing, mining and manufacturing. Witnesses stated that it was difficult to plan employment and training policies unless they knew the government's strategy with respect to their industries. Several witnesses praised the government's efforts during the Tier-2 process but felt there had not been the proper follow-up. (The Tier-2 process initiated by both the federal and the provincial governments involved the analysis, by a committee of academic, industrial and labour leaders, of previously-sponsored reports on the effect of government policy on Canadian industry. The Tier-2 report, containing many recommendations for governmental action, was made public in October 1978.)

In discussing the relationship between employment policies and industrial strategy, the Task Force recognized that, with our natural resources and rapidly developing technology, it was evident that in Canada some sectors had greater potential for growth than others. Considering Canada's limited financial resources, they felt that governments should encourage those industries with the greatest potential for growth which, in turn, would provide the best and most satisfying employment opportunities. They also stated that, while governments should not deliberately kill any industry, neither should they continue indefinitely to support industries that would otherwise die and disappear.



## RECOMMENDATIONS

**2** The Federal Government, with the provinces and the private sector, should adopt a better-articulated and better-coordinated industrial strategy, which would be linked to employment and training policies, and more effective mechanisms should be established to determine which industries should receive greater or less government support and funding.

**3** Governments should provide more assistance to research and development at both industry and university levels. If we are to continue developing our technology and meet the shortages of skilled labour and professionals, this basic research and development is necessary and requires funding at all levels.

**4** The Federal Government should explore the desirability of encouraging industries to purchase an increasing amount of their equipment and machinery in Canada—and give greater support to involving more Canadian companies in research and development of Canadian-made equipment and machinery that will supply industrial and resource development needs.

**5** With respect to major construction projects, there should be more, and improved, communication among federal and provincial governments, the construction industry and unions, to even out the extreme swings in construction activity, and thereby avoid alternating employee shortages and unemployment.

**6** As a country endowed with many navigable lakes and rivers and bordered by three oceans, Canada should give more attention to employment in shipping and shipbuilding. In consultation with industry and labour, the Federal Government should develop a long-term plan with respect to this sector, and should consider the advisability of encouraging the development of a Canadian Merchant Marine.

**7** Under present Canadian anti-dumping legislation, foreign companies can dump products on the Canadian market below cost and thereby underbid Canadian companies tendering on Canadian contracts. In turn, this leads to layoffs and other dislocation in Canadian industry. Therefore, Canadian anti-dumping legislation should be amended to better protect Canadian industry and employment from the dumping practices of other nations. In this respect, we are recommending measures fully compatible with the GATT agreement.

**8** When there is long-term potential for certain industries in Canada due to our physical and human resources, such as resource processing, wood and paper products, food products and others, and there are sufficient markets in which to sell these products, the Federal Government should introduce temporary assistance for these industries in order to expand long-term employment opportunities.

**9** Policies for creating employment and regional development in slow-growth areas of Canada should be continued and expanded.

### Attitudes towards blue-collar work

During the Task Force hearings, the members heard many comments about shortages in the highly skilled blue-collar trades. Many attributed these shortages in part to the negative attitudes of Canadians to blue-collar work. They pointed out that in the postwar period parents had insisted on sending their children to college and university, and that blue-collar work was thought to be inferior in status and lifestyle. According to some testimony, this has led to a situation where the average age of our skilled blue-collar work force is very high, (many being over 40 years of age) and there is only a very small influx of youth.

Witnesses pointed out that the perception of blue-collar work is, in many cases, misleading and untrue. In fact, blue-collar work now pays well, provides good working conditions, is increasingly unionized and need not be performed in dirty or unsafe environments. Many individuals who start out as blue-collar skilled workers go on to managerial and entrepreneurial positions. Finally, blue-collar work is absolutely essential for the advancement of the Canadian economy. Those countries that have the best record economically in the international market place are those with vibrant, highly skilled blue-collar work forces.

Unfortunately, few high school students have sufficient exposure to the work-world—the factories, offices and work sites, or sufficient opportunity to meet representatives of the various occupations in order to make proper judgements about a career—or even sufficient information to ask the right questions. Several witnesses suggested more work exposure, more career information and discussions, and work release at the high school level. It is hoped that more high school students can be encouraged at least to visit factories and other blue-collar work sites.

The Task Force agreed that steps should be taken to correct the attitudes towards blue-collar skilled work as part of our employment policies. It was suggested that governments and the private sector initiate programs to point out the advantages of blue-collar work, and that this be done from the grade school to the post-secondary school levels. Furthermore, advertising and publicity should be used to make this point.

It was noted that career counsellors in the schools very often contributed to negative attitudes towards blue-collar work and that some effort must be made to give them more exposure to, and current information on, this subject.

## RECOMMENDATIONS

**10** Governments and the private sector should take steps to correct the persistent negative attitude towards blue-collar skilled work in many regions of the country. This should be done in schools, colleges and universities through the curriculum and the counselling services, and as more training possibilities become available, the Federal Government should conduct a special publicity and promotion program pointing out the advantages and value of blue-collar work.

**11** Publicity should highlight the wage difference between the skilled and unskilled. This will attract more Canadians to blue-collar training and jobs.

## Direct job creation

There was considerable testimony before the Task Force about the value of direct job creation programs sponsored by the federal and provincial governments. There are, of course, the job creation programs under DREE and Industry, Trade and Commerce. They aim at the long term with the hope of establishing stable industries with continuing job opportunities. There are, on the other hand, shorter-term make-work programs under the Department of Employment and Immigration which, in certain communities, help in a critical unemployment situation. These programs have both an economic and a social goal and are usually ended after a period of time.

Most members of the Task Force believe that these shorter-term job creation programs should be continued because they provide job opportunities in areas which very often have few others. They would argue that in many communities, particularly the smaller urban or rural areas, these programs provide work experience for young people and new entrants for the labour force. They also maintain that, despite the fact that the programs in certain remote areas may not be economic successes, it is still better to provide this type of make-work program than to have people completely dependent on welfare. Many of these programs have filled real social needs, even in urban communities.

Other members felt that in too many cases this type of job creation program was a waste of money, in that it did not solve any problems but merely provided a stop-gap, temporary solution or even new problems. They felt that this money could be better spent on more comprehensive, longer-term employment programs.

Many of the witnesses favoured the shorter-term job creation programs but felt that they should not continually change their names and criteria. Many said they were confused by the wide number and changing nature of the federal government employment and training programs—small firms and citizens' groups could not keep up with them. In many cases these people did not take advantage of the programs because they were too complicated to understand, contained too much red tape, and were too costly to get under way.



Some members had visited American programs funded under the Comprehensive Employment and Training Act (CETA) in New York City. Two examples were very impressive. The American Federal and the New York City governments, through the CETA program, funded a local group to train bank employees for New York City banks, and computer programmers for the many companies in New York City operating computers. The trainees for these programs were taken from the ranks of the unemployed and from racial minority groups where there was high unemployment. The program had a very high success rate in training these unskilled workers and placing them in permanent jobs afterwards. The CETA projects visited by the Task Force showed that government assistance to local, self-help agencies for screening, counselling and training run by a combination of industry, labour and social agencies can work very well when they direct their activities to local labour markets. The funding must be given at the local level, even if the government retains the decision-making authority over the distribution of the overall amount to a community. These groups give individual attention and counselling to people and so have a greater understanding of their needs. This is a direction the Task Force would encourage—that is, programs chosen and operated by private or public community organizations.

After much discussion, the Task Force arrived at a consensus that short-term job creation programs would be more useful if they were simplified, were carried on for a number of years and had long-term goals. Many thought that they should always have a training section in them so that the person who works for six months or one year on a make-work project will come out of the experience with some new training that will help in finding a permanent job later on. The Task Force felt that all the government job-creation programs, both long- and short-term, should keep training as an essential element of the program.

## RECOMMENDATION

**12** The Federal Government should continue to fund direct job-creation programs in areas of high unemployment, but these programs should be longer-lived and simpler. They should contain some training element in order to provide the employee with some long-term employment prospects.

## Outreach—local job counselling groups

The Task Force also discussed the use of local groups for job counselling, placement and the establishment of job-creation programs rather than having government employees do it. There have been some successful results with Outreach programs and other programs which use local community associations. These should be continued because such organizations are closer to the problems and the people who are to be the beneficiaries of the programs. The American CETA examples we saw not only searched out the special groups in need of training, but had the facilities to get assurances of permanent jobs from employers for their successful trainees.

Despite this, there has been a movement in some parts of Canada to replace these local associations and Outreach programs with workers operating out of CEIC offices. The Task Force felt that this would be a mistake. It is often better to use existing groups rather than government officers or newly-created groups in these communities. There are several good examples of successful Outreach programs and successful programs run by local community organizations: Silent Outreach (Halifax), Native Outreach for Women (Kamloops), Times Change Women's Employment Service (Toronto), and the Citizen Action Group (Hamilton). Most of these groups had no objection to the CEC Women's Employment Centres and similar programs but thought they should complement local efforts rather than replace them.

Local self-help projects are often staffed by people who know at first hand the problems faced by the projects' clients. Even though they may lack the background of the CEC manpower counsellors, they can more than replace that with compassion, understanding and experience in dealing with the problems faced by their clients.

## RECOMMENDATION

**13** Where possible, the government should utilize local individuals, associations and groups to carry out job counselling, placement and job-creation programs, including the successful Outreach programs which have been targeted to special or disadvantaged groups, such as women, the handicapped and Native people.

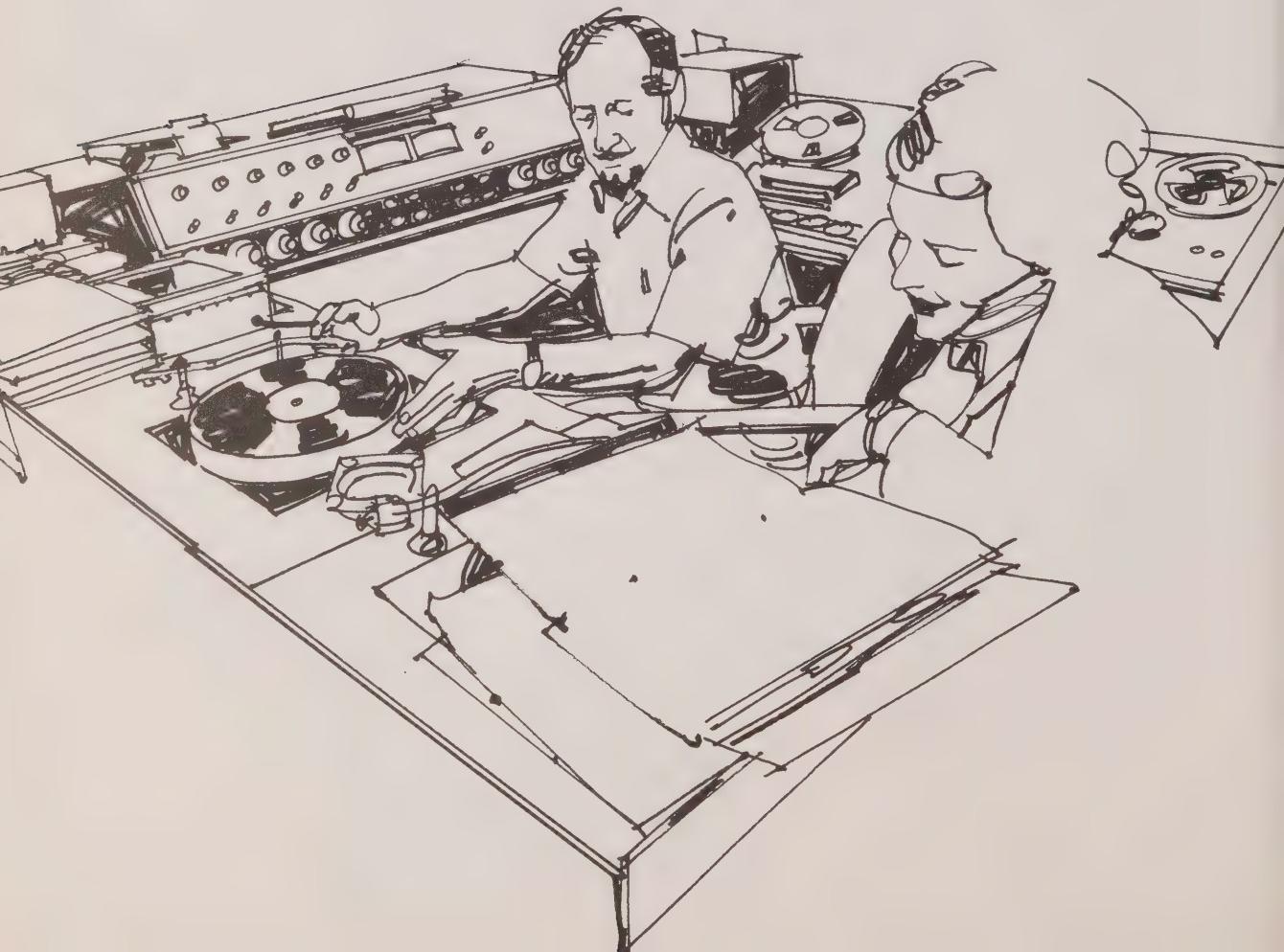
# 5

# Training policies

## How do we assure more training for skilled trades in Canada?

As noted earlier, there is a shortage of skilled blue-and white-collar workers in Canada. These shortages are particularly acute among workers in the metal trades, such as tool and dye makers, welders and machinists, electronics technicians to maintain and repair computers and other automated equipment, programmers, engineers in several specializations, nurses, physiotherapists and occupational therapists and management and business specialists, especially those able to deal with financial and economic analyses.

We were told that unless corrective policy measures are taken soon, these shortages will worsen as we move into the '80s. Paradoxically, these shortages exist side by side with unacceptable rates of unemployment. So while we have employers unable to find the skilled workers they need, we also have individuals unable to find work. In addition, rapidly developing new technologies require an efficient system of re-training and upgrading. If Canada is to maintain a competitive position in international trade, it must gear up its training programs to take advantage of this new technology. If Canada fails to remain competitive, costs of living will rise and standards of living will fall.



Our analysis indicates that a high percentage of the unemployed cannot fill the openings available —they are not trained well enough, they are trained in skills that are not needed or over-supplied, or they live too great a distance from the jobs available.

There is a great deal of material to show that, historically, especially since World War II, Canada has a poor record of industrial training and technical education. The Economic Council of Canada stated that according to their Human Resources Survey, 60 percent of the firms which reported back to the Council had some form of training program and 19 percent of these firms had training programs lasting more than one year. This compares very poorly with West Germany and other European countries where approximately 85 percent of the firms train on the job. In those countries, firms look upon training as an investment in their business and not as a cost.

Let us examine briefly the situation in Canada with respect to training and basic education. In all provinces, primary and secondary education is available to all individuals through publicly-supported schools. These schools are responsible for teaching, among other things, basic mathematics and communication skills and general-education and preparatory courses for college, university and the work place.

In a longitudinal survey of individuals enrolled in grade two during 1968, it was found that approximately 99 percent of the sample completed their primary education; 61 percent of the sample completed their secondary education; and 31 percent of the sample went on to post-secondary education. Of those who went on to post-secondary education, approximately 51 percent (or 16 percent of the original sample) went to a community college and 49 percent (or 15 percent of the original sample) went to a university. Not enough time has elapsed to accurately determine the proportion of those successfully completing their post-secondary education. However, based on projections, indications are that roughly 37.5 percent (or 6 percent of the original sample) of those who went to a community college graduate, while approximately 60 percent (or 9 percent of the original sample) of those who went to a university graduate. One reason given to explain the low completion rate for community college students is the fact that their education is highly employment-related, and that therefore a community college student is more likely to receive an offer of employment before graduating than a university student.

There are also about 1.9 million Canadians who are taking night courses while working; 145 thousand individuals who have returned, full or part-time, to complete their post-secondary education, and 309 thousand in CEIC-sponsored training and retraining: in this last group, 72.3 percent of those in the Canada Manpower Training Program and 43.7 percent of those in the Canada Manpower Industrial Training Program were unemployed before starting the programs.

Of those enrolled in university and college on a full-time basis, 12.5 percent are in engineering, technology and applied sciences; 6.5 percent in mathematics and science; 16.2 percent in the social sciences; 5.4 percent in the arts; 14.2 percent in commerce and management; and 14.8 percent in education and health-related fields of study.

Although, this is not a bad situation, more has to be done to retain the unemployed and the potentially unemployed and to encourage more training in skills which are in high demand. It should be noted that a good many of those in advanced education are taking courses which are interesting and worthwhile but are not necessarily related to our economic and industrial needs or to the individual's best opportunities for employment.

With respect to general education, we do not suggest that it is not valuable to develop the complete person and prepare individuals for the many challenges in life. But we should recognize that general education, whether in high school or at the B.A. and B.Sc. level, is not necessarily a ticket of admission to the labour market. Employers want and need skilled people. It is true that the rate of employment is much higher for university graduates than for others; but it is still higher for those with high-skilled training, whether from technical colleges, apprenticeship programs or universities. The best combination would be general education plus skills training.

Of course, a major problem is to get employers to do more on-the-job training and to provide more places for apprentices and students in co-operative education and work experience programs. It does not make sense for employers to complain that they are short of skilled workers when they do very little themselves to correct the problem. In the past, it was too easy for employers to obtain skilled personnel through immigration from abroad, especially from Europe; but as we pointed out earlier, this source is drying up on account of improved conditions in the Common Market as well as a declining birth rate and developing skilled-labour shortages in Europe.

Consequently, with respect to training, the Task Force struggled with these major issues:

1. How do we ensure more skill training in Canada?
2. How do we ensure more on-the-job training?
3. How do we attract more Canadians into the high-skill trades?
4. How do we provide for continuing education—retraining and upgrading—to meet the constantly growing demands of new technology and changing competition in world markets?
5. Finally, how is all this to be fairly and equitably paid for?

# 6

# Literacy and pre-training

**There is a basic level of education that is necessary if people are to take advantage of job training opportunities.**

## Literacy

If the Canadian labour market is to fully utilize all potential human resources in Canada, then those human resources must have the basic literacy and education to train and retrain for the higher skills required. Unfortunately, a large percentage of Canadians are functionally illiterate. That is to say, they lack basic educational preparation to even enter training programs. This accounts for much of our unemployment and our shortages of skilled labour.

## What is functional illiteracy?

The definition of functional illiteracy, as presented by the Canadian Association for Adult Education in the late '60s, is simple. The functionally illiterate make up that part of the population, 15 years of age and older, not attending school full-time and with a level of education less than grade nine. (See Audrey M. Thomas, **Adult Basic Educational and Literacy Activities in Canada 1975-76, p. 6.**) This definition permits comparison over a period of time and with other countries.



## Scope of the Canadian problem

While many people think of Canada as having an educated population with a high standard of living, very few people realize the extent of functional illiteracy within the country. It surprises many to find that, according to 1976 Census data, there are 4,376,655 functionally illiterate people in Canada. This is approximately 28.4 percent of the population which is 15 years of age or older and out of school. A comparison between Canada and other countries emphasizes the Canadian problem. We have proportionately more people with less than a grade five level of schooling than either the United Kingdom or the United States. We also have a greater proportion of people with less than a grade nine education.

From a comparison of 1971 and 1976 Census information it would appear that some progress has been made in reaching Canada's functionally illiterate, since the proportion of the out-of-school population fifteen years old and over has dropped from 34.7 percent in 1971 to 28.4 percent in 1976. However, this percentage drop does not tell the whole story. First, while many feel that illiteracy is a problem limited to rural areas, few realize that 70 percent of the functionally illiterate are found in cities. As examples: in 1976, 32.1 percent in Montreal, 29.1 percent in Thunder Bay and 22.5 percent in Winnipeg had less than a grade nine education.

Secondly, since these figures refer to the Canadian population in general, they ignore sub-groups within the population. For instance, 50 percent of Indians and Inuit, 54.9 percent of people speaking only French, and 88.9 percent of those speaking neither English nor French have less than a grade eight education.

Finally, a more realistic picture of the Canadian problem appears when numbers are used. These show that there were 4,574,130 functionally illiterate Canadians in 1971, and 4,376,655 in 1976—a drop of 197,475 illiterates in a span of 5 years. This clearly shows a continuing problem and one which has not yet been successfully attacked.

### Why functional illiteracy is a problem

Some may argue that illiteracy is a problem only for illiterates and that it has little effect on society in general. Nothing could be further from the truth. Illiteracy has been linked with poverty which, aside from its negative impact on the quality of life, has certain implications for a society.

The link with poverty stems principally from two sources. The first of these is unemployment. The 1976 Census shows that the labour force participation rate for the under-educated adult is lower, at 44 percent, than for any other group. When the participation and unemployment rates are taken together for different age groups, the employment picture for the under-educated in the labour force is even more dismal. Only 31.4 percent of 15- to 19-year-olds, 47.3 percent of 20- to 24-year-olds, 54.1 percent of 25- to 34-year-olds and 39.9 percent of those 35 years of age and older actually have jobs. (See Statistics Canada, *Labour Force Activity by Age, School Attendance, Level of Schooling and Sex*, Cat. No. 94-833, Table 1.) The second link with poverty is that under-educated adults can secure only low-paying jobs. Both of these factors lead to demands on welfare, unemployment insurance and other social assistance programs which in turn increase society's burdens in general.

Illiteracy has been linked with racism which can lead to the destruction of a society or at least to the reduced realization of its potential and a fall in the possible quality of life of its members.

Illiteracy has also been linked with crime. The cost to society, as well as the other effects involved, should be obvious. One of the strongest and most complete arguments in favour of basic adult education is contained in a report for the Secretary of State for Education and Science in the United Kingdom, which reads in part: "As technologies develop and industrial processes become more sophisticated, those who are unskilled and unemployed become almost unemployable. This is true not only of the young, whose prospects of first employment are damaged by such handicaps (under-education) but also of workers whose jobs have disappeared. There is ample research evidence that re-training is quicker, more effective and more personally satisfying when learning skills have been kept active. It is essential that basic education should be available wherever needed to counter the loss of personal dignity, the waste of human resources and the vulnerability to political extremism that hopeless unemployment can bring." (See the Advisory Council for Adult Continuing Education, *A Strategy for the Basic Education of Adults*, 1979, p. 10.)



It should be obvious that basic literacy is an essential requirement for full and active participation in society and that everyone has a right to this elementary level of education.

Further, while we uphold this right to basic education for all, it must follow that the duties of governments and society are not only to keep from interfering in an individual's quest for usable skills, and therefore necessarily for a basic education, but also to provide the facilities and resources by which this basic education can be obtained.

While this is not a complete presentation of the practical, moral and philosophical arguments available to justify the need for basic adult education, it should be enough to show the negative impact of illiteracy on society.

## **The solutions: What is currently being done to combat illiteracy?**

At this point, it seems appropriate to present a brief look at government efforts and those of other agencies and individuals within the country to overcome illiteracy. These include:

**1** **Sheltered Workshops:** These are provided by provincial and local organizations or by concerned individuals. They generally serve people with some form of handicap.

**2** **Private-sector Programs:** These are provided by private individuals or groups concerned with the problem of under-educated adults.

**3** **Literacy Councils:** These are run and staffed by volunteers. They are usually associated with the National Affiliation for Literacy Advance and serve the general under-educated adult population.

**4** **Frontier College:** This college, founded in 1899, fights the problems of illiteracy in mining towns, construction sites, logging operations and other isolated places.

Another question which occasionally arises concerns the type of training which should be provided to under-educated adults—either specifically for the job being sought or to overcome illiteracy. Many studies point to basic literacy as being the most desirable type of education to provide under-educated adults for several reasons. These include:

**1.** The effect of functional illiteracy on the persons themselves. It has been found that the under-educated adult has a low level of self-confidence, feels inferior and is often withdrawn.

**2.** The ever-increasing complexity of daily life, which requires that an individual have at least the basic skills of reading, writing and arithmetic if he or she is even to attempt to get along in society.

**5** **Provincial Education Departments:** Some of these provincial departments run correspondence courses for those below a grade eight level of education.

**6** **General Government Programs:** There are some programs with tri-level government cost-sharing. These are primarily aimed at welfare recipients, and some contain an element of academic upgrading. Some of these programs have been transferred to CEIC under the umbrella of Basic Job Readiness Training (BJRT).

**7** **Federal and Provincial Departments of Corrections:** Some literacy training is available to inmates in correctional institutions.

**8** **School Boards:** Adult day and evening courses in basic education are offered by a number of school boards across the country. Again, these serve the general under-educated adult population.

**9** **Libraries:** Some libraries, in addition to providing facilities for self-help, offer their own programs to adults.

Aside from the Federal Government, this list covers most of the organizations which provide some form of adult basic education.

## What the Federal Government is doing

Some federal government departments and agencies (such as Indian Affairs, Regional Economic Expansion and the Unemployment Insurance Commission) sponsor individuals or, occasionally, night classes as their contribution to basic adult education. However, Employment and Immigration Canada is by far the single most important federal force in the area of adult basic education. Its programs of Basic Training for Skill Development (BTS defense) and Basic Job Readiness Training (BJRT) together accounted for 36,333 trainees in 1979-80. (See EIC Annual Report, 1979-80, Appendix 4.) The purposes of these programs are:

**1** BTS defense: "...is designed to upgrade the basic academic knowledge of trainees in order to allow them to enroll in an occupational skill course which is consistent with the trainees' occupational goal or to enter directly into employment." (See Interdepartmental Evaluation Study of CMTP Technical Report, Ottawa, May 1977, p. 12.)

**2** BJRT: Actually an additional component of BTS defense, "BJRT is primarily aimed at helping special needs clients to learn the basic skills necessary to find and keep suitable employment." (Ibid., p. 13)



To accomplish this, BTSD may provide instruction in "mathematics, science and communication skills at levels ranging from grades 1 to 12" (*Ibid.*, p. 12), while BJRT "provides a core of communications and mathematical skills supplemented by job search techniques, basic life skills that involve everyday problem solving and exposure to a variety of work experiences." (*Ibid.*, p. 13)

Despite the obvious need for this type of training, Employment and Immigration has reduced its purchases of BTSD training for under-educated adults from 50,563 places in fiscal 1974-1975 (*Op. cit.* Thomas, p. 51) to 29,624 places in fiscal 1979-80 (*Op. cit.* EIC) at a time when there are good reasons for increased training. Some explanations for this appear to be contained in the Employment and Immigration 1977 Technical Report. The report cites:

- The declining enrollment in BTSD. However, this may be due to reduced training allowances, ineffective promotion of the program and a raising of the grade level required for entry which has reduced the numbers of eligible people.
- The poor cost-effectiveness of the program—yet the Department claims that the benefits are greater than the costs by a factor of 2.
- Too few BTSD trainees using the program for its intended purpose. Perhaps those people not going on to further training have satisfied their immediate goal of basic literacy or perhaps this same group suffers from insufficient before-and-after BTSD counselling on further training options. It may be that BTSD is better suited to basic adult education than preparatory work for further training. The answer may be in redefining the objectives of BTSD or perhaps in offering an alternative program whose goal is simply to increase literacy in the under-educated adult population.

Should the Federal Government continue to withdraw, the outlook is bleak. While there are a few scattered programs, their number and enrollment fall far short of meeting the existing need for basic literacy education. Furthermore, when we speak of Federal Government involvement in education through BTSD, we are actually speaking of provincially-run programs with the majority of seats (places within these programs) being federally funded.

While we have established the importance, necessity and duty of such funding, there remains an unanswered question: What about the responsibilities of provincial governments in providing basic adult education? If the provinces argue that education is totally their responsibility, why are they not doing more to help the under-educated adult? Whatever the answer, one thing is clear—if the provinces will not act, that does not prevent the Federal Government from involving itself in providing basic adult education, or release it from its obligation to ensure that basic literacy education is available to needy Canadians.

## **CONCLUSIONS**

**1** Functional illiteracy is a national problem and there is room for Federal Government involvement in providing a solution to the problem.

**2** Past efforts in dealing with this problem have not been successful.

**3** Federal withdrawal from basic adult education leaves an empty space which cannot be filled by other current programs under present funding arrangements.

**4** The Federal Government appears to have lost sight of its commitment and, more seriously, its duty to provide basic adult education to the illiterate of Canada.

## **RECOMMENDATIONS**

**14** Recognizing that education is a provincial responsibility and that functional illiteracy is a complex problem with no simple answer, the Federal Government should reaffirm its commitment to erase the functional illiteracy that presently exists for many. The Federal Government can work together with the provinces and interested groups to provide facilities and resources to deal effectively with this problem.



**15** The Canadian Employment and Immigration Commission should increase, not reduce, its participation in the Basic Training Skills Development program (BTSD) and/or, in cooperation with other organizations, provide increased funding to help reduce the Canadian illiteracy problem.

**16** Canada should adopt a ten-year National Right-to-Read Program operated by the federal and provincial governments and private and voluntary organizations which would involve a major increase of funds for such programs as PTSD.

**17** Canada should adopt a major government publicity program outlining the need to wipe out illiteracy and promote the organization of volunteer teachers for one-to-one teaching, and radio and television programs aimed at improving the basic skills of illiterates.

**18** To win the fight against functional illiteracy, it is recommended that:

(a) the National Council of Education Ministers establish national achievement certificates for reading, writing and arithmetic in both official languages, so as to achieve basic literacy standards in Canada. It is also recommended that the development of this certification be a high priority of the Council.

(b) the Federal Government cooperate with the provinces in the development, production and distribution of teaching aids and materials for adult literacy training; and these aids and materials be adaptable for use in such places as homes, factories, community halls and churches.

(c) the Federal Government cooperate with the provinces to provide training programs for community teachers or para-professional teachers who could work with functional illiterates, especially in remote communities and outside the classroom.

(d) individuals not lose their Unemployment Insurance benefits while they are on basic literacy training.

**19** Information on the various programs for functional illiteracy should be prepared and presented so as to attract and be understood by the people for whom they are intended. In particular, the program and educational materials should be understood by Indians and Inuit as well as by immigrant groups in Canada. In this respect, such an information program would best be presented on radio and television rather than through the print media.

## Pre-training requirements

In addition to studying the problem of functional illiteracy, the Task Force heard many representations on the requirement for high-skill training. In order to use post-secondary education for the high-technology trades and professions, many witnesses stressed the need for heavier concentration on mathematics, reading and writing. They stated that since the mid-'60s, many young people had graduated from high school unable to cope with university programs in engineering, mathematics and technology.

## RECOMMENDATION

**20** While there is a danger that too narrow a high school curriculum might not fit the needs and careers of some students and could lead to even more dropping out, there should be a greater concentration on mathematics, reading and writing as part of a good basic education. The educational authorities should take steps to re-introduce better, more concentrated programs in these subjects. People who have left school and lack these skills should be encouraged to take courses to upgrade their knowledge to levels which would permit them to take courses in occupations where there are shortages of skilled people.

The Task Force also examined the needs of those who had been in the labour market and were unemployed. Many of these people lacked the necessary basic educational requirements. There was also the problem of individuals who had never been taught life skills—for example: how to search for a job, what to expect in a job, how to deal with the public, how to deal with other workers and supervisors, and the importance of appearance and presentation. It was suggested that this type of training be provided through the Basic Training Skills Development program (BTSD) and made available through all CEIC offices. For those people who require academic and life-skills training, both should be provided through PTSD. For those who require only life-skills training, the current Basic Job Readiness Training (BJRT) program is appropriate.

## RECOMMENDATION

**21** Since many individuals are not well prepared for training programs, governments should increase the financing of pre-trades training, job readiness training and job orientation training. These courses should be offered by the CEIC training and retraining programs as well as in the schools and in apprenticeship programs.

# Industrial training

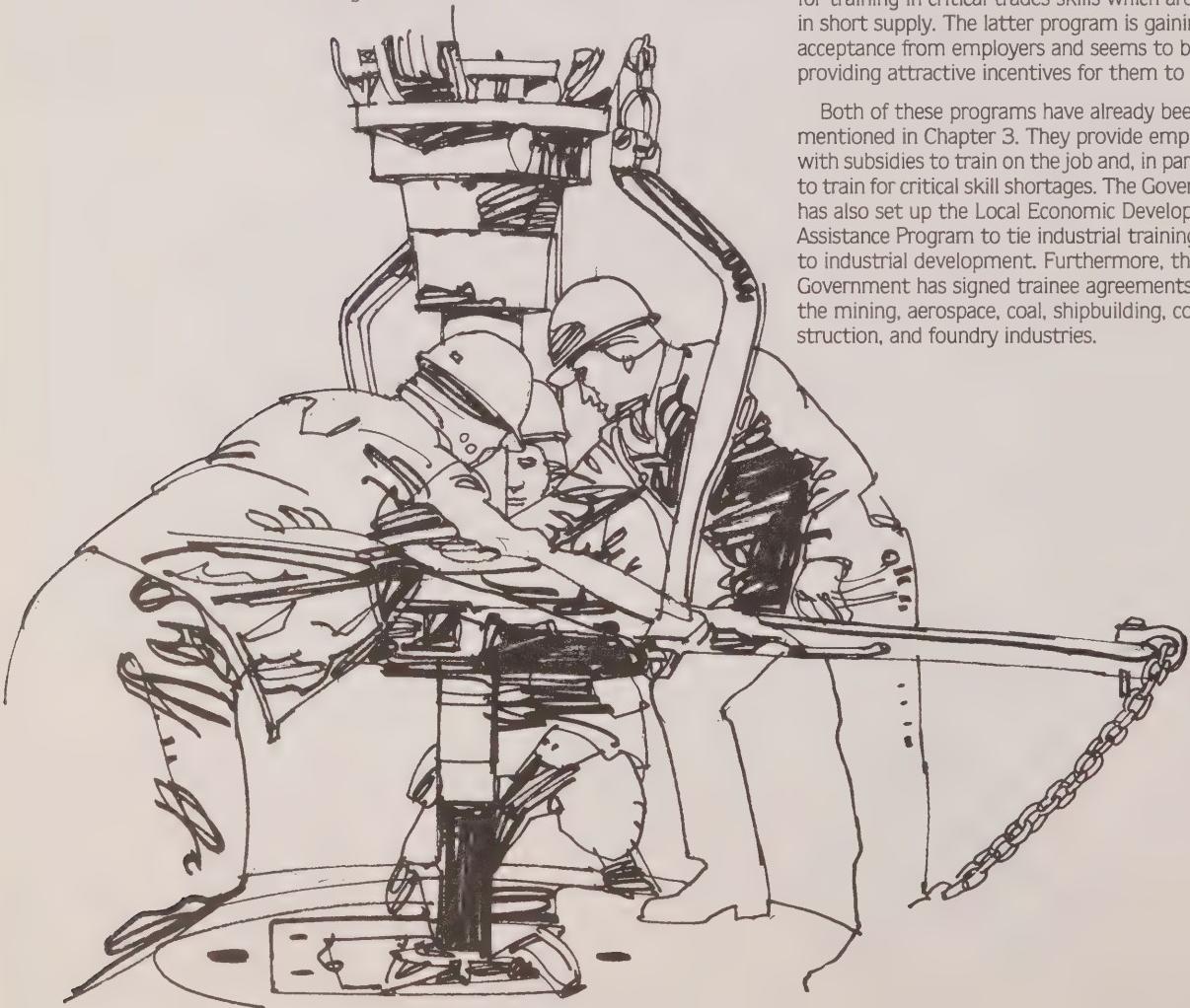
**There must be a higher priority  
for on-the-job training to meet present and future  
industrial needs.**

## Industrial training

Canada has not had a good record in industrial and on-the-job training. Many companies appearing before the Task Force admitted that it had been cheaper and more effective to recruit skilled immigrants from abroad than to put money into industrial training programs. In addition to the temptation of this easy and cheap labour source, the fact that workers, once trained, were often lured away by a neighbouring firm which had spent no money on training at all tended to discourage many firms from investing in industrial training.

We are now faced with a crisis, however, because the sources of immigration are drying up and the rate of population growth in Canada is declining. Some companies have already seen the writing on the wall and have started on-the-job industrial training. Many unions and business associations are encouraging more of the same and governments have stepped up their own activities. At the federal level, the Government has increased its support for the Canada Manpower Industrial Training Program and introduced the Critical Trades Skills Training Program. Both provide financial assistance for on-the-job training and for training in critical trades skills which are in short supply. The latter program is gaining acceptance from employers and seems to be providing attractive incentives for them to train.

Both of these programs have already been mentioned in Chapter 3. They provide employers with subsidies to train on the job and, in particular, to train for critical skill shortages. The Government has also set up the Local Economic Development Assistance Program to tie industrial training to industrial development. Furthermore, the Government has signed trainee agreements with the mining, aerospace, coal, shipbuilding, construction, and foundry industries.



While it may be too early to see whether these programs are successful, the Task Force feels they are moving in the right direction, and should be expanded to meet skill training needs.

## RECOMMENDATION

**22** Governments must give on-the-job training a much higher priority, and should provide a greater number of on-the-job training sites in government departments and agencies and in crown corporations. Business and labour should be encouraged to provide more on-the-job training if we are to solve the problem of our increasing skill shortages.

In several parts of the country, there are industrial training advisory boards made up of several levels of government, business, labour, and educational authorities. They study training needs in the various regions, and cooperate in ensuring the training and supply of skilled workers. In particular, Ontario has developed a widespread network of such boards and now there are 61 in districts across the province. Similar groups are to be found extensively in the province of Alberta. Naturally some of these boards are more successful than others: the Task Force was particularly impressed with the boards in Hamilton and Windsor, Ontario, where they have been operating for some time and where there is a very high concentration of industry.

Attention should be drawn to the industrial training centres set up by the industrial training boards in Hamilton and Windsor. The centres provide the advanced skill training necessary for the particular industries in those regions. Businesses and governments cooperate to provide part of the financing for these centres. A very worthwhile step has also been taken in Montreal in the aerospace industry, where the industry association and CEIC are cooperating in the same way to solve the industry's training and supply problems.

## RECOMMENDATIONS

**23** In order to achieve more on-the-job training, the Federal Government must encourage more cooperation among business, government, union and education; to this end, it must help establish industrial training advisory boards or the equivalent throughout the country.

**24** Where the need exists, governments should encourage and assist in providing industrial training centres, to be run cooperatively by several companies in the same industry (such as are presently found in Hamilton and Windsor, Ontario). Such centres would provide more advanced skills training for those leaving vocational and technical schools so as to better meet the needs of both trainees and industries. Industrial training centres should be open to employees of participating firms and to CEIC referrals as well.

## Apprenticeship programs

Apprenticeship is the traditional, and the oldest, method of training on the job in industry. From looking into the different programs, we find that most provide a four-year course where the apprentice spends the greater part of his time training on the job with a skilled worker. The rest of his time is spent receiving classroom schooling in subjects related to his job training. Some industries have classrooms right in their factories where they provide their own instruction. In many cases, the apprentices spend three or four days a week training on the job, and the rest of the work-week in an educational institution, usually a vocational or technical college. In other cases the apprentice is kept on the job for longer periods and then released to the educational institution for one or two months each year.

Usually the apprentice is paid while training on the job and this wage increases as the trainee becomes more skilled. These wages are usually negotiated in collective agreements or in bilateral agreements between employers and employees. It is obvious that as apprentices become more skilled, they become more valuable to the company.

In Canada the apprenticeship system is traditionally used to develop skills in the construction and metal-working trades. Some of our witnesses felt that this system should be expanded to include many other trades, especially where training and skilled labour are in short supply.

The Task Force spent a lot of time studying some of the better European apprenticeship systems. In Europe, apprenticeship has a long history and is well established. Apprentices generally start at about 15 or 16 years of age.



much earlier than in Canada. On the other hand, in Europe it is difficult for a person over 20 years of age to enter an apprenticeship program, which is not the case in Canada.

In Europe, an apprentice is practically assured of completing his or her training program and will not be laid off during an economic downturn. In Canada, where the seniority system is the rule, apprentices are usually the first to be laid off since they are usually the most recently hired. Furthermore, European apprenticeship programs are often shorter than they are in Canada and many countries are giving serious consideration to even shorter training periods for apprentices. Shorter programs have already been developed in France. In Canada, it was recommended that we do the same.

At present, the Federal Government has several programs intended to encourage more apprenticeship training and to improve its quality. We have already mentioned the Canada Manpower Industrial Training Program and the Critical Trades Skills Training Program.

The major criticisms of Canadian apprenticeship programs are the following:

**1** Since recruiting is done on the basis of seniority, openings are often more available to those already in the work force than to young persons entering the work force. Steps should be taken to help people enter apprenticeship programs at an earlier age.

**2** There is no logical reason why all apprenticeship programs should last four years. Many witnesses noted that in Canada we train to a time-frame and not to a standard. Where possible, with the agreement of labour and management, apprenticeship programs could be shortened to two or three years. This is particularly important if we are to meet the demands of industries which are running short of skilled workers.

**3** Women are not being recruited actively enough, or given enough chances to train in various trades. If we are to meet the shortage of skilled workers, apprenticeship programs must be opened up to accept more women. When this has been done, as it has in some isolated cases, supervisors have found that women can do the work as well as, or better than, men in the same trades.

**4** Apprentices are often the first to be laid off when business drops off. If we are to encourage more people to enter apprenticeship programs, they must have some assurance when they start that they will be able to finish. Measures must be taken to ensure that apprentices complete their training in a reasonable period of time with a minimum of interruption.

**5** At present, most of the training costs for an apprentice fall on the training company. Since the early stage of apprenticeship is a kind of post-secondary education and is vital to the Canadian economy, the public purse should pay a greater share of this training.

**6** Many firms do not have apprenticeship or on-the-job training programs because they are costly and do not appear to offer long-term benefits. If we are to encourage more businesses and industries to start apprenticeship and on-the-job training, then there must be a fairer plan for paying for facilities, instructors and equipment.

**7** While there is some standardization of apprenticeship programs across the country through the Red Seal program, this could be improved and extended to include more trades. This would help apprentices and workers move from province to province, especially when there are shortages or surpluses of labour in different regions of the country.

## RECOMMENDATIONS

**25** Apprenticeship programs should be up-dated and expanded to meet the need for skilled workers in Canada. To this end, there must be more discussion and cooperation among governments, industries, unions, and educational authorities.

**26** A greater effort must be made to provide enrollment in apprenticeship programs at an earlier age. In this respect, there should be expanded, better-coordinated efforts linking high schools with apprenticeship programs.

**27** In order to meet the shortages of skilled workers, apprenticeship programs should be shortened to two or three years wherever possible, and training should be more in line with realistic industry requirements, not simply tailored to satisfy a fixed time-frame. These changes should be made with the agreement of both labour and management.

**28** In order to deal with the increasing skill shortages in this country, apprenticeship programs must welcome more women. There should be recruiting programs directed at women in secondary schools, and support systems provided in industry for women, so that they will be attracted to this kind of training and work.

**29** In order to attract more Canadians into apprenticeship programs, there must be assurances that these programs will be completed without the threat of layoffs during an economic downturn. With the cooperation of labour and management, should a layoff be unavoidable, the apprentice would be transferred to schools wherever possible for continued education in the same line of work—or to other firms in need of apprentices. As a last resort, apprentices could be protected from layoff by legislation.

**30** Governments, industries and unions should work together to ensure that training programs continue during economic downswings. In this way, there would be a continuous supply of trained personnel available for the upswing periods that follow.

**31** Governments should help apprentices and other trainees to return to institutions for training or assist their transfer to other companies if the original training company declares bankruptcy or for any other reason has to close its doors.

**32** The qualifications for apprenticeships and other skilled trades training should be reviewed, to see that they are neither too high nor too low for the work that has to be done. If the qualifications are higher than necessary, they may discourage individuals from entering the trade and helping to resolve shortages. On the other hand, if the qualifications are too low, that will only add to the cost later on when further training is required.

**33** Governments should subsidize or assist in paying for the initial periods of on-the-job training and apprenticeship programs because they are equivalent to general education and provide transferable skills to be used in the workplace. The entire financing of this type of training and/or education should not be left to industry and trainees alone.

**34** Since apprenticeship training should provide a balanced mix of on-the-job training and institutional training, there should be an effective program for alternation between presence in industry and presence in the institution. This would vary depending on the trade, the location of the industrial and institutional sites, and conditions in the industry. It would also require close cooperation between industry and education, and these should be in touch with each other frequently, preferably through industrial advisory training boards or community employment councils.

**35** The institutional part of apprenticeship training should provide sound academic training in the trade being learned, as well as the necessary general, physical and cultural education.

**36** Since we are moving into an age of greater technological change, apprentices should be provided with a sensible foundation in transferable skills (skills which can be used in more than one industry) so that they will be able to adapt and retrain throughout their working lives.

**37** Specific grade entrance requirements for apprenticeship are often restrictive. These should be made more flexible and take past experience into consideration.

**38** The National Council of Employment and Training Ministers should see which laws and programs could be changed so that apprentices could take part of their training in other provinces. This would provide for a continuing program in the event of a layoff, the closing of the sponsoring firm, or a move to another province by the apprentice's family.

**39** The apprenticeship model should be expanded to include the newer trades, to assure higher quality and higher standards to meet modern demands for those trades and skills.





## More on-the-job training— A levy-grant system?

One of the Task Force's most controversial subjects was the proposal for a levy-grant system or some alternative to make sure that Canadian firms introduce on-the-job training programs. Several witnesses proposed a levy-grant system, similar to that found in England, to guarantee that some firms would train, and be properly paid for their training programs. According to the proposal, money would be collected from firms which use skilled labour. The money would go into a fund run by industrial advisory training boards or similar institutions and be paid back to those firms which carry on acceptable training programs. This would encourage those firms which might have trained but did not because they feared piracy from other companies. There are several variations on this proposal: exemptions for small firms, for firms that require little skilled labour, and for those industries which are doing a lot of their own training at the present time.

In England, the system is set up on a sectoral basis and each sector is run by a joint training advisory board. These boards collect and give out money in accordance with certain established training standards. According to the evidence received, this program has had mixed success in England; it has been more successful in some areas than others. On the whole, it has led to an improved quality of training but not necessarily to an increase in the total supply of skilled labour. Some witnesses felt that the increased supply of skilled labour ended up overseas or moved on into other professions and businesses.

The strongest arguments against the levy-grant system are that it is another form of taxation at a time when additional taxes are not welcome; that it creates further bureaucracy, red tape, and regulation; and that it penalizes the employers who train as well as those who do not.

The Task Force also examined proposals which has the same goals but varied in such details as application, bureaucracy and coerciveness. Among the alternatives examined were:

**1** Government procurement policy and contract compliance. According to this proposal, the government would only buy goods and services from those firms which had an on-the-job training program. This would serve as encouragement for more on-the-job training but would not require the same bureaucracy and red tape as a levy-grant system.

**2** A levy-tax credit system proposed by Professor Roy Adams of McMaster University, which is a variation on the levy-grant system. According to this proposal, firms would pay a special training tax (or levy) on payrolls. If they trained according to standards set by educational and training institutions, they would be given a credit against corporate taxes in an amount equal to or greater than their training expenses.

**3** The French system, in which all employers with ten or more employees must pay a payroll tax for training, and where they in turn spend a percentage of their payroll on training.

**4** A proposal to permit accelerated write-offs of equipment used for training in industrial plants.

**5** The proposal of the Federation of Independent Businesses to run a levy-grant scheme on an experimental basis in a critical skills area, to see what the result would be.

**6** The proposal to pass levy-grant legislation similar to the Marketing Board legislation under which various sectors can choose to be included by decision of the industries and unions in the sector concerned.

In reviewing all these alternatives, the Task Force agreed that some drastic action was required to jolt Canadian industries into realizing that there will be critical shortages of skilled labour unless they decide to train on the job. The Task Force felt it was extremely important that programs and places be provided for apprenticeship, co-operative education, work experience programs, and similar hands-on training programs. After considerable discussion, a majority of the Task Force agreed on the following recommendations:



## RECOMMENDATION

**40** To help finance industrial training, the government should establish a refundable tax on salaries, wages and other remuneration (a payroll tax-credit system), in the following manner:

- (a) A payroll tax should be applied to employers, equal to a designated percentage (perhaps 0.5%) of their payroll.
- (b) Any amount of money up to the designated percentage of payroll spent on training approved by existing training authorities, or training leading to a degree from a recognized educational or training institution, should be credited against the payroll tax.
- (c) Any amount spent on approved programs as in (b) above, beyond the designated percentage, should be treated as a business expense and made deductible from income at an agreed-upon incentive rate of perhaps 1.5 times the expenditure which is over the designated percentage. Money spent up to the designated amount would continue to be treated as a business expense in accordance with current taxation practices.
- (d) If a firm has no tax payable in a given year, training expenditures above the designated percentage may be carried forward or backward and treated as in (c) above.
- (e) There should be exemptions for firms with less than ten employees and for firms where training is not required or not possible.
- (f) The government should continue to operate training programs, particularly in order to provide assistance and incentives to firms which could not otherwise afford to train.

## DISSENTING VIEW 40

JIM HAWKES, M.P. AND JOHN McDERMID, M.P.

The enumerated levy principle, in our view, fails to acknowledge:

1. the experience of other nations who have adopted this principle and found it to be a failure. It does not work and has not achieved the desired goal;
2. the practical realities of the diversity of Canadian business and government employers and employees and their training needs and possibilities;
3. the accounting difficulties and costs inherent in changing bookkeeping systems to accurately "cost" training;
4. the bureaucracy which would be needed to monitor "cost" approval and exemptions.

It is our view that the cost of providing transportable training and education which would be beneficial to Canadian society is a cost that should be borne in part by all taxpayers. That is the philosophy that underlies our support of public

school education, universities, community colleges and technical institutes run by governments. Education which is transportable and beneficial to Canadian society but which happens to take place more efficiently in the private or public sector work places should be supported in a manner similar to that prevalent in government-run institutions.

The levy principle adopted by the Task Force is likely to punish the poor and benefit the rich while at the same time creating unwarranted administrative expenditures.

The tax credit proposal would affect some, but certainly not all, businesses and has absolutely no implication for public sector work place training. A system of grants analogous to those to universities and other educational institutions would, in our view, produce a more rapid escalation of quality training opportunities in both the public and private sector work places.

## DISSENTING VIEW 40

DAVID ORLIKOW, M.P.

### Skilled trades training—levy/grant system

Few people would question the assertion that skilled trades training in Canada requires a complete re-thinking. Canada Employment and Immigration is spending over \$800 million a year on training and there are various apprenticeship programs which have been implemented by private business. The federal and provincial governments train thousands of workers each year so that various services can be provided to the public. Notwithstanding these efforts to build a skilled labour force in Canada, substantial skilled trades shortages continue to exist and the quality of training is questionable.

Evidence provided in our public hearings has overwhelmingly been in favour of the need to reconsider the approach to skilled trades training. The recommendations as to what approach should be adopted varied sharply; however, the basic premise that new methods should be adopted is solid. The need for this new approach tends to be based on the following general criticisms of skilled training in Canada:

- (1) The consultation process in planning training programs is inadequate.
- (2) There is a lack of coordination among various programs.
- (3) Many, if not most, employers have failed to train and instead rely on "pirating" from other employers.
- (4) The quality of training programs is poor in many cases.
- (5) The existence of skilled trade shortages continues to be acute.

Two proposals—more tax incentives and the levy/grant system—have often been suggested as alternatives to the present approach to skill training. Tax incentives are actually not a new approach. However, many groups appearing before the Task Force argued that more tax incentives

would go a long way in encouraging more skill training.

The major aims of skill training must be to meet the demand for skilled trades shortages, improve the quality of training, and equalize the costs of training among employers. It appears that the best approach to achieving these goals would be the levy/grant. Employers, in the past, have received a barrage of tax incentives to participate in training, yet many still do not train. Employers realize that this is so and most who appeared before the Task Force believed that they should be doing more. The principle that all firms should be involved in training must be adopted and this can only be achieved by some form of levy/grant system.

The structure of the levy/grant system would involve a training board for each major sector where skilled trades workers are employed. Hence, each board would be responsible for ensuring that the quality of training meets generally accepted national minimum standards. The quality of training would be assessed in all sectors—private and public—and the community colleges would also be subject to vigorous inspections. The training boards would also be responsible for ensuring that adequate numbers of skilled people are trained.

The levy/grant system would also equalize the costs of training among employers. All employers would be assessed a levy based on their skilled trade needs and the costs of training. These employers would receive a grant only when they fulfill the standards and train their relative share of employees. This approach counteracts one particularly acute problem in Canada—"pirating" journeymen. Many employers testified that they were training sufficient workers to meet their needs, only to find other employers who do not train entice newly-trained journeymen with higher wages or better benefits. Small businesses, which generally do a good job of training, are often victims of pirating by larger firms or megaprojects. It is for this reason that the Canadian Federation of Independent Business urged that serious consideration be given to the levy/grant system.

Whereas the tax incentive approach offers only an incentive, the levy/grant includes both a penalty and an incentive. The tax incentive system approach would continue to make it more attractive for many employers to pirate workers since it would not encourage as many employers to train as the levy/grant system would. It should be noted that 300,000 employers (one-third of all employers) are in a position where they pay no taxes.<sup>1</sup> Although tax incentives could be deferred over a number of years, such incentives would not be in the best interest of small businesses as cash flow is a problem for such businesses. In short, under the levy/grant system, few employers will pay a levy and not do the requisite training to obtain their money back. This is the type of jolt which employers require to do more training.

1. "Employment Development in the Early 1980's—Policy and Programs" Confidential Report of Employment and Immigration, April 5, 1980.

Coordination of programs and consultation between government, labour and business would be greatly enhanced by the levy/grant system. Each of the training boards and a Central Training Council would have the membership of equal representatives from business and labour. This would permit business and labour to become directly involved in the planning of training programs and would provide on-going consultation between labour, government and business with regard to the structure and implementation of training programs.

It should be recommended that a levy/grant system be implemented on a national basis and it should include all sectors where skilled workers are employed. Any exclusions would allow for the possibility of a lower quality of training among those employers excluded. Perhaps the best feature of the levy/grant system is the fact that it could ensure high quality training on the job. Furthermore, these same national standards could be adopted in institutional settings.

## RECOMMENDATIONS

**41** There should be a system of support measures for on-the-job training provided through grants and subsidies to industries which train for critical-skill shortages. This would be an expanded program based on the Critical Skills Training Program. However, these grants would only be given to certain companies throughout the country chosen for training purposes and it would be expected that in many instances they would train beyond their own needs, for the industry in general.

The decision as to which companies should train and which trades should be chosen for grants and subsidies under the previous recommendation would be made by both the provincial and local employment councils.



**42** There should also be a system of contract compliance for government procurement under which the Federal Government, where large orders are concerned, would give preference to those companies which had approved training programs.

### DISSENTING VIEW 42

JIM HAWKES, M.P. AND JOHN McDERMID, M.P.

Mr. Hawkes and Mr. McDermid believe that "contract compliance" introduces a new potentially dangerous dimension in government purchasing policy. The reader will note that the term "contract compliance" appears in Recommendations 105 and 107.

Mr. Hawkes and Mr. McDermid are not against the principle of using government purchasing as a tool for achieving social goals but they feel that if Canada is to move in that direction then consideration must first of all be given to developing a purchasing policy that will tackle other problems first. It is their opinion that a purchasing preference policy could be used to overcome regional disparity to help socially disadvantaged groups, to support small businesses and to help build on our potentially marketable strengths and any one of these four socially desirable ends should be viewed as more important than the development of training programs in a few businesses.

## Instructors and teachers

Even if employers are convinced or pressured into more training on the job, the problem will not be solved. It will still be necessary to increase the number of instructors for the apprentices and other trainees and to make sure that there is up-to-date equipment available for them to teach on.

## RECOMMENDATIONS

**43** Steps should be taken to encourage more skilled tradesmen and professionals to become full-time instructors and teachers in technical and vocational institutions. Therefore, there should be higher salaries or a bonus for those who teach or instruct. Very often it is hard to attract or keep teachers because of the high salaries they receive at work as practising skilled tradesmen.

**44** Steps should be taken to keep older workers, if necessary, past retirement age on a full-time or part-time basis to act as instructors and teachers for the younger apprentices and trainees entering the field.

**45** Industrial instructors and teachers should be given appropriate leave to keep in touch with the practical side of their trades, to become familiar with new equipment and teaching methods, and to be retrained in new technologies.

**46** Where necessary, employers should lend their instructors to vocational and technical institutions on a part-time or full-time basis in order to meet the teacher shortages in vocational and technical schools.

**47** In order to train the large number of students that are required to meet our industrial needs, governments should provide more incentive and support for increasing the number of instructors, teachers and professors at community colleges and universities, including support for the re-training of teachers in trades which are becoming obsolete.



## Equipment and machinery

Several witnesses told the Task Force that apprentices and other trainees were sometimes trained on obsolete equipment. This meant, in many cases, that their training was almost useless. There were strong recommendations from many sectors in all parts of the country that steps be taken to provide training on up-to-date equipment and that, if possible, this equipment be shared, so that it could be used for both production and training purposes.

### RECOMMENDATIONS

**48** Steps should be taken to encourage industry to make equipment available for training programs during off-hours and holiday periods.

**49** Where governments have equipment as part of their operations, they should likewise take steps to share that equipment for training during off-hours and vacations. This is particularly desirable where government agencies such as the Department of National Defence, RCMP, Transport and Environment have facilities in smaller communities and remote areas.

**50** Governments and educational authorities should make arrangements with companies providing vendor-training programs, to make better use of their equipment and instructors. ("Vendor training" is the training provided by some companies in the operation and repair of machinery and equipment which they sell.)

**51** Governments should grant accelerated depreciation allowances to companies using equipment and machinery for training purposes.



## Training by and for the government

The Task Force looked at the programs established, mostly on a small scale, within the federal government to train skilled workers for government departments and institutions. Further to this, they examined the training programs under the Department of National Defence, Customs and Excise, the Fisheries College, The Coast Guard College, The Department of Agriculture, Energy, Mines and Resources, Public Works, Transport Canada and the Treasury Board.

The Government pointed out that in certain trades and professions, and in certain parts of Canada, they also were running into critical labour shortages. This was especially true with respect to technical and engineering skills, and was even more common in western Canada where their employees are being lured into the private sector.

The Task Force heard some criticism from different parts of Canada that federal government training programs did not meet the standards set in many provinces for the skilled trades and apprenticeship programs. This meant that many employees leaving the federal government had to be retrained and upgraded. In some cases they had a hard time finding work because of their lack of qualifications.

The Task Force found that, in many cases, the Government's attitude towards funding for training was similar to that of the private sector. Too often they did not provide broad, basic training with transferable skills, but instead concentrated on training for jobs that were needed at a particular time. This attitude seemed to be prompted by the costs of training and not by any thought of long-term benefits for the government and the Canadian economy.

### RECOMMENDATIONS

**52** The Federal Government should treat training as an investment for the government service and for the Canadian economy, and should spend more money on training to national standards with portable skills, so that its employees will be better qualified for the private sector.

**53** The Federal Government should make a national, regional, and local inventory and evaluation of all its training programs and institutions to ensure that they are being used to their greatest capacity. These training institutions and training programs should be used in cooperation with those existing in the private sector so that there is better coordination of training in Canada.

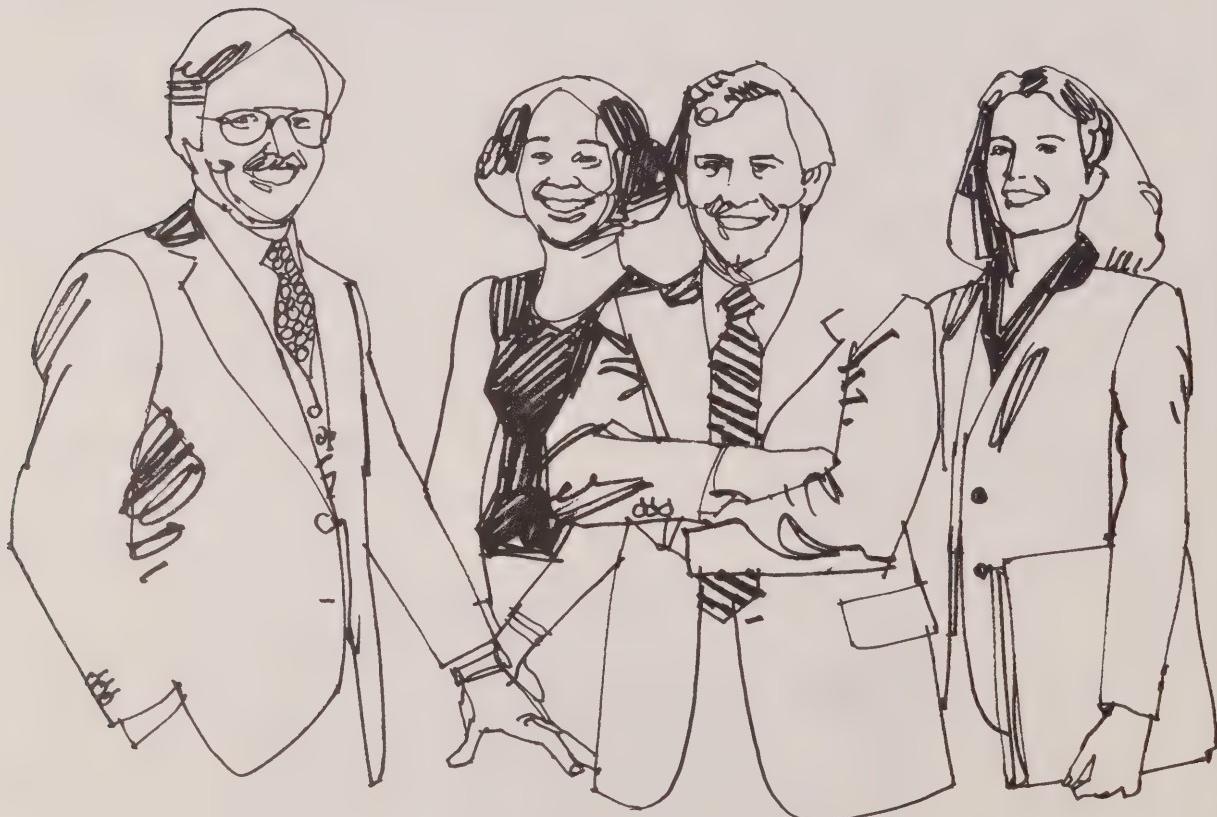
# Institutional training

**Institutional training should complement industrial training with a higher priority for critical shortages.**

## Post-secondary institutional training

While the Task Force and the majority of witnesses felt that a much greater emphasis must be placed on on-the-job training, this did not mean that we should neglect or pull back from our support of post-secondary institutional training. Most witnesses recommended strongly that industrial training must be complemented by a sound and well-coordinated system of institutional training, especially in technical and vocational colleges and in universities. This also included the many courses given at the community colleges and CEGEPs, (Collèges d'enseignement général et professionnel).

However, in view of growing critical skill shortages, the witnesses recommended that the courses given in community colleges and technical and vocational schools be aimed more specifically at present shortages and at those trades and professions which will grow in the '80s and '90s. In this respect, the Task Force agreed with many witnesses who urged the Federal Government to continue its support of post-secondary education.



If the Federal Government were to cut back this support at the present time in the hope that more resources would be contributed by the provinces, they would be taking a great risk with Canada's economic and industrial future. If the Government really believes that we must do something to ensure a greater supply of highly skilled labour and professionals in Canada, then there is no choice but to continue supporting post-secondary education.

As a matter of fact, witnesses pointed out that in the '80s and '90s, continuing education should be a fact of Canadian life. With rapidly advancing technology it will be absolutely necessary for workers to be trained, retrained and upgraded throughout their lives. There are already more adults than young people in educational programs in British Columbia, and before the end of this decade this should be the case in the majority of our provinces.

## RECOMMENDATIONS

**54** The Federal Government should continue its program of assistance to post-secondary education.

**55** Where the Federal Government is involved in direct funding for post-secondary education, an effort should be made to ensure that the money is being used for the purposes intended and, in particular, that priority is given to the shortage of skills which exists now and which will continue into the next decade.

**56** The National Council of Employment and Training Ministers should examine how this assistance could be provided to universities, community colleges, technical and vocational institutes and apprenticeship programs in a parallel way.

**57** The Federal Government should plan for the multi-year funding of selected training programs to meet upcoming national needs for skills which will be in short supply and are urgently required in light of national policies. As an alternative, the Government could increase its available funds for certain high-priority skill training programs for areas experiencing shortages, such as the metal trades, computer science and applied electronics. These funds would be available to the Canada Manpower Industrial Training Program.

**58** Governments and post-secondary institutions should attempt to re-allocate resources towards programs offering the greatest employment opportunities in the '80s.

The Task Force also heard considerable criticism of the Federal Government's Adult Occupational Training Act. It was felt that the Act was too inflexible and, in particular, did not provide for the needs of the more remote and slower-growth regions of the country.

Many witnesses said that programs and policies were based on a macroanalysis of the economy and did not always reflect the situation in their particular regions. Time and again, in all parts of the country we heard recommendations to provide for a wider range of courses, a longer training period, greater flexibility concerning age of entry and greater educational achievement. In addition, there was a great demand for more local input to the decision-making process with respect to the carrying out of the Act.

The Task Force makes the following recommendations for the support of post-secondary institutional training and education.

**59** Governments should encourage the development of high-technology institutions such as the Southern and Northern Alberta Institutes of Technology, Ryerson Polytechnical Institute and the École de technologie supérieure de Montréal. This could be done by converting institutions presently under-used or by adding to existing institutions. The training and education provided by these institutions in such areas as engineering, technology, finance and accounting, machinery and equipment design and other occupations in high demand would help lower our high ratio of engineers to technicians and technologists. This would be a better use of our highly educated and qualified personnel. However, the changes would have to be made in cooperation with engineering and other professional bodies to encourage the use of these technologists.

**60** Academic credit should be given for apprenticeship and other training programs, so that journeymen and others involved in such programs could proceed more directly to degrees or certificates in institutions of higher learning.

**61** Community colleges, CEGEPs and technical institutes must be properly financed to purchase the modern machinery and equipment required for up-to-date instruction.

**62** There must be a greater flexibility for persons collecting unemployment insurance so that they can pursue further education, retraining and upgrading while keeping their unemployment insurance benefits and any additional support allowances which might be needed—when their education and training is related to current skill shortages, or future employment opportunities.

**63** In certain regions of Canada where the money intended for on-the-job training cannot all be used because of job shortages in those areas, this money should be redirected to institutional and other types of training that are available.

**64** The Federal Government should work with the provinces in providing more assistance for basic adult education and continuing education programs when these relate to literacy, job readiness and skill shortages.

**65** Governments must encourage a continuing educational system which individuals can enter and leave throughout their lives. This should facilitate retraining and upgrading as well as late entry into training programs. They should remove all barriers which discourage mature students from returning to school and completing training or retraining programs.



**66** The Federal Government should encourage, through enriched tax incentives to employers and employees, paid educational leave for training, retraining and upgrading, when such programs are directed at skill shortages and selected employment opportunities.

**67** The Federal Government should increase its cooperation with the provinces and the private sector in sponsoring upgrading seminars for professionals and technicians. These should be particularly directed at new teaching techniques, new equipment and new technologies.

**68** Governments, educational authorities and private-sector donors should review their funding for education and training to make sure that those faculties and disciplines that will be in the greatest demand during the '80s will benefit most from their funding.

**69** In order to ensure that there is sufficient training and education in both official languages throughout the country, the Federal Government should support, where numbers warrant, the development and maintenance of regional community colleges working in the local minority language, either independently or in association with majority-language institutions. This would provide training for Canadians in their own language in all regions of the country and help those who wish to become more bilingual for the sake of greater mobility.



## Adult Occupational Training Act

The following recommendations concern training programs funded by the Federal Government under the Adult Occupational Training Act.

### RECOMMENDATIONS

**70** In its Occupational Training Programs the Federal Government should be more open to local decision-making based on input from community and regional employment councils.

**71** Occupational training programs should consider regional and local needs in setting such criteria as the minimum age, education and number of years in the work force necessary to qualify for entry into a program, and in determining the length and choice of courses. They should deal with industrial as well as institutional training. Within certain parameters the authority to change these standards should be left with the local employment councils.

**72** The Federal Government should eliminate any age requirement and any across-the-board minimum education requirement for entry into institutional training. The Government should drop the requirement that the applicant must be out of school or in the work force for at least one year. It should also allow more basic-education, literacy and job preparation courses under the program.

**73** In order to provide more stability in planning and better continuity of personnel for training programs under the Adult Occupational Training Act, training contracts should not be subject to yearly renewal. They should continue, with one year's notice required for proposed changes in the total amount of training dollars available, and with at least three months' notice for minor changes in the contracts.

**74** In addition to permitting training contracts with employers, the Adult Occupational Training Act should be amended to allow training contracts with privately run schools and colleges, non-profit voluntary associations and trade unions, when these are available and up to standard.

**75** The Federal Government should re-introduce the Training Improvement Program (TIP) to assist post-secondary educational institutions with the purchase of educational aids and programs related to skill shortages.

## SPECIAL RECOMMENDATION

On May 29, 1981, after the Task Force had begun its hearings, the government tabled Bill C-67, amendments to the Adult Occupational Training Act (No. 2). Since this Bill deals with some of the recommendations set out in this report, the Task Force recommends that the Bill be amended to take into account the proposals in this section.

### Cooperative education

There was considerable evidence in favour of cooperative education. This is a system in which the student alternates between time spent in an institution and time spent on the job. Examples of this kind of education in Canada are found at the University of Waterloo and the University of Sherbrooke. There are also several community colleges offering cooperative programs, and even some high schools are experimenting with them. Their great value lies in the fact that they provide the student with both academic and practical training.

When the students obtain their degrees or certificates they have already logged a great deal of experience and are of much greater value to a prospective employer. There was high praise for cooperative education from all sources: employers, employees, students, educators and other officials. The Task Force concluded that this education and training model should be expanded.

The principal difficulties associated with cooperative education are that, first of all, it is more expensive than traditional education. In order to have an effective cooperative-education program, an institution must have the staff to search out job placements with employers and afterwards to supervise students who are placed for work. Secondly, it would not be possible for all educational institutions to adopt cooperative education because there would then not be enough employment placements to absorb all the students.

Finally, it is also clear that not all disciplines are suitable to the cooperative-education model. There is strong evidence that it is effective for engineering, management, nursing, social work and some others, but might not be as beneficial for more abstract and classical studies.

## RECOMMENDATIONS

**76** The Federal Government should re-introduce programs to assist co-operative education, since it is a more expensive model than ordinary education and additional funds are needed to search out employment for the co-op students and to supervise their work in business and industry.

**77** The Federal Government should encourage employers to provide more training positions for co-op students, possibly through the use of tax incentives and deductions.

**78** In 1981, the Federal Government provided approximately 750 places for cooperative-education trainees. To set a good example for the private sector and to confirm its commitment to the cooperative education system, the Government should greatly increase the number of places available for co-op trainees in the various government departments and agencies and Crown corporations.





# Support systems

**To encourage training and retraining there must be adequate maintenance for trainees and their families.**

In order to encourage the unemployed and those in obsolete trades to train, retrain and upgrade, there must be adequate support systems to maintain them and their families during lengthy training periods. Witnesses spoke of many examples of unemployed persons staying on unemployment insurance or welfare because it was impossible for them to meet living expenses

during the training period. There have been other cases in which individuals, enrolled in training courses, dropped out before the end because it was too costly for them to continue.



If this country is to have the skilled work force it needs to maintain a rising standard of living and to compete economically with other industrialized countries, then it must have a system which will encourage and support continual retraining and upgrading to keep up with rapidly advancing technologies. This support should include adequate living allowances for trainees and their families, daycare services for parents, transportation expenses between the home and the training sites and shelter allowances when trainees must go to other towns to train.

In addition, governments and the private sector must re-examine their scholarship, bursary and loan programs to make sure that they are reaching the right people and can be applied to all types of post-secondary education and training. They should be available to the apprentice and mature student, as well as to the younger university student. In all cases, this funding should be considered an investment in our total economy and in the individual, and not merely a support or transfer payment.

## RECOMMENDATIONS

**79** The Federal Government should provide increased living allowances for persons in training, retraining and upgrading programs to a level adequate to cover essential living expenses for the trainees and their families.

**80** If trainees are parents or, in particular, single parents, it is essential that the support they receive includes adequate daycare programs to care for their young children while they are on training, retraining and upgrading courses.

**81** The Federal Government should provide sufficient travel and living allowances to trainees who must travel a considerable distance for their training program, especially if it is in another town or city.

**82** The Canada Student Loan program should be revised to include all accredited training, retraining and upgrading in institutions or in industry. The highest priority should be given to those who take training for trades where there are skill shortages or where employment opportunities will increase in the '80s.

**83** The Federal Government should re-examine all its programs for scholarships, fellowships, bursaries and the funding of university chairs, in order to direct some programs more specifically to the industrial and business needs of the country and to occupations where there are skill shortages.

**84** Governments should encourage the private sector to re-examine its scholarship and bursary programs with the same objective as in Recommendation 83.

**85** Governments and the private sector should consider a program of forgivable loans for training in trades and professions where there are shortages, with the condition that the recipient of the loan must work for the lender-employer for a period of time (perhaps two or three years) following graduation, or be obliged to repay the loan.

**86** The Federal Government should list the major private and public bursaries, scholarships and fellowships and publicize these widely across the country through the Employment Centre job bank and other media, so that Canadians may be more fully aware of what is available and be in a better position to take advantage of it.

**87** If a higher priority is to be achieved for skilled trades, then scholarships for apprentices and technical trainees should be awarded in the same way as they are in other post-secondary fields of education.

**88** In order to encourage people to leave work for training and retraining throughout their lifetime, the Federal Government should establish a Registered Education and Training Savings Plan similar to the RRSPs, RHOSPs and other tax shelter programs. This would mean that individuals at any stage of their lives could put aside a specific amount of money over a period of time, which would be tax exempt as long as it was used at a later period to pay for training or the expenses which accompany training.

# 10

# Mobility, immigration and flexible work

## We must encourage movement to job openings in new locations.

Training—it is obviously the principal method of filling shortages in the skilled trades and professions. But one must also consider the role of mobility programs, immigration and flexible work policies in the maintenance of a well-balanced work force.

The question of employment mobility was one of the major issues raised by witnesses. Over fifty witnesses, representing employees and employers from all regions of Canada, testified that a great number of barriers exist which prevent employees from moving from one place to another and therefore limit their chances at other or better employment. Many witnesses explained that the common myth that workers have no desire to relocate—temporarily or permanently—is false. Instead, it is only the various obstructions which discourage employees from relocating.



Throughout the hearings, it was generally agreed that incentives must be developed which would motivate employees to be flexible as to where they would accept employment. Such incentives must be established so that workers have the freedom to decide. Any policy aimed at increasing mobility must recognize that the decision to move should be a personal choice. For mobility incentives to be effective, they must be attractive to workers.

A trained mobile work force is a key ingredient in our return to economic strength. In the next ten years, there could be a significant movement of people from areas of low economic growth to areas of high economic growth. According to present forecasts, much of that growth will occur in the West and North.

As has not been true in past major migrations, the need this time will be for skilled rather than unskilled workers. If our recommendations regarding training are accepted by governments, business and labour, then those recommendations must be complemented by sane and sensible policies which will encourage the necessary mobility.

The movement of people in itself creates economic activity. The transportation of people and goods, the new housing, the accompanying businesses and services—all are economic activities that will create the need for skilled workers. In addition, having the right workers in the right place at the right time is a key element in productivity. In the decade ahead, it is vital that public policies facilitate mobility by reducing barriers and by providing incentives that will work. A change of residence is frequently stressful and produces a form of culture shock, a sense of uneasiness in the unknown of a new location. The Task Force is convinced that the necessary movements of people will not come about unless effective changes are made.

## RECOMMENDATIONS

**89** The individual taxpayer, as well as the company, should be allowed to treat all reasonable costs related to job search and temporary or permanent residential relocation as expenses necessary for the earning of future income. Taxpayers should have the choice of deducting these expenses from income in a single taxation year or spreading them over several years, whichever is to the taxpayer's advantage.

(a) Job search expenses should include such things as transportation costs, meals away from home, long distance calls, postage, stationery and duplication of resumés.  
 (b) All workers, from travelling salesmen to construction workers, who have to travel and/or establish a second residence or series of residences to earn their income should be allowed to deduct all of those extra expenses from their taxable income.

(c) When employers reimburse workers for any of these expenses, including room and board, then these expenses should be considered as an expense to the company and not be treated as income earned by the recipient.

(d) The expenses incurred in a permanent move will often be sizeable because of the distances involved and the cost-of-living difference in moving from a low growth to a high growth area. In addition to the provisions of the items listed above, there should be a special tax provision for the large difference in shelter costs. We suggest that when shelter costs in the new community are on an average higher by 20 percent or more, then taxpayers should be allowed, over a period of five years, to deduct one-fifth of that difference each year. In cases where employers are willing to assist their employees with an interest-free or low-interest loan, then the benefits of that should not have to be treated as earned income during the five-year period.

**90** Pensions, workmen's compensation, hospital and medical insurance and unemployment insurance benefits are but a few of the programs that have regulations tied to residence. One of the first tasks of the Council of Employment and Training Ministers should be to increase the portability of benefits under these programs so that mobility will be enhanced.

**91** The Federal Government should immediately eliminate all residency requirements in competitions for federal government employment. The Council of Employment and Training Ministers should also act quickly to remove those same barriers for provincial government employment competitions.

**92** New major projects which will employ 500 or more people should be treated as special cases involving considerable co-operation among management, labour and provincial and federal governments. The project organizers should be required to produce, before project approval, a "human resources needs plan" which commits them, in the first instance, to hiring and training as much local labour as possible. Secondly, governments should work with them to develop a contract that will be specific to the situation. Contracts should cover the training and/or mobility and/or special tax concessions and other arrangements required to make sure that there are enough trained Canadians to work for the project. This might mean more temporary mobility measures allowing workers to move to the job site, work for several weeks at a time, live in paid temporary quarters, and be assisted in returning to their homes on a periodic basis.

**93** To be effective, mobility grants should be increased and made available to the unemployed who are willing to move to areas of labour shortages.

**94** The current mobility grants program of the Federal Government has a section which says "relocations must be to the closest area". In our view, mobility assistance should be available to any area of the country where work is available, but the priority should be on moves from areas of greatest surplus to areas of greatest shortage, regardless of the distance.

**95** The Federal Government should expand its budget for mobility assistance and give consideration to using a combination of grants and loans. The Task Force would favour the use of grants to assist people in training and then afterwards where necessary, a combination of grants and loans which would help people to train close to home but then encourage them to move to areas where the long-term prospects of employment are good.

**96** In order to assist mobility, the Council of Employment and Training Ministers should work to standardize provincial qualifications for trades and training to the greatest extent possible. A priority: the expansion of the Red Seal program to include more trades.



**97** In remote and northern areas, labour, management and government must work together to develop collective agreements and legislation which are effective for the local labour market. They must consider the needs of local workers to have training for, and access to nearby work projects, and avoid forcing southern norms on northern climes. For instance, it does not make economic sense to oblige someone from the Northwest Territories to travel to Winnipeg to register at a union hiring hall for work in his home Territory, or for someone from northern Alberta to go to a Calgary head office to apply for work in Fort McMurray.

**98** While the Federal Government provides language training to immigrants and refugees and their families, these same services should be made available to all Canadians who move to geographic areas where the language most commonly spoken is not the one they speak in their own home. French-speaking Canadians and their families who move to Calgary should be helped to learn English, and English-speaking Canadians who move from Calgary to Quebec City should be given help in learning French.

**99** The provincial governments and local school boards should be encouraged to provide, where numbers warrant, public school education in English and/or French. Moving is often hard on children and when local communities are sensitive to their needs, then families are more likely to stay and prosper.

**100** The Task Force urges provincial governments to have both French and English taught throughout the school system. Widespread bilingualism would enhance the mobility of Canadians both within Canada and around the world.

**101** Policy changes on mobility that are not accompanied by adequate information will not work. There should be information programs with respect to mobility policy, the employment available, and the nature of a new community and its services. A nation-wide advertising campaign to explain a specific mobility program change could be a waste of money. Fewer dollars would be better spent by promoting the program in regions of labour surplus where skilled tradesmen needed in another region are known to exist.

## Immigration

Employers have relied too heavily and too long on immigration to meet their skilled manpower requirements.

Frequently employers apply for permission to bring in skilled labour, particularly tradesmen in construction, fabricating and machining trades, at the last moment—usually right after a new contract has been obtained. Relying on a contract "boom and bust" cycle discourages training but encourages dependence on immigration. Their newly-developed "urgent" need for skilled personnel causes employers to pressure Employment and Immigration for a quick decision and authorization to import labour. Frequently, companies have conducted minimal (if any) searches in Canada for people. The employers' immediate labour need limits the searching by Employment and Immigration for Canadian workers.

Some of this insensitivity to corporate human resource requirements would be reduced by developing and maintaining firm-level human resource planning.

It was suggested that companies develop human resources plans, building in projections of their requirements for skilled personnel over a five-year period as a necessary step towards obtaining Employment and Immigration approval to import skilled labour.

## RECOMMENDATIONS

**102** Companies which seek to import skilled people should be required to agree to a training plan that will produce qualified Canadians for the future and, where feasible, should be required to submit a five-year forecast of their manpower requirements.

**103** A "Canadians first" policy is basically sound, but in some situations it can have long term adverse effects for some very highly skilled or unique occupational groups. Science, culture and developments in high technology are worldwide phenomena, and a nation with a small population like ours must facilitate cross-border mobility for work and study.

## Part-time work, work sharing and flexible retirement

Those who support job sharing or expanding the use of part-time work in the labour market do so for a variety of reasons.

One group of primary wage earners wants a flexible labour force because their incomes are substantial enough to permit a movement away from income-producing activity toward leisure.

Another group, often referred to as "secondary wage earners," promotes greater use of part-time employment because for various reasons they cannot, or do not wish to work full-time.

A third group, the elderly, favour the extended use of job-sharing. There are two points of view within this group. First, there is the older worker who has decided to retire, but would prefer to experience a gradual easing into retirement by working part-time. The second type of older worker would prefer to continue to offer his or her services after age 65 on a part-time basis. Finally, there is a much more diverse group who favour a move toward job-sharing so as to spread employment opportunities around for specific groups, such as women and the handicapped.

## RECOMMENDATION

**104** Public policy in the areas of flexible retirement, part-time work and work sharing will have to be re-examined in this decade. Any obstacle which prevents trained people from accepting job offers should be removed. In particular, we believe that older tradesmen will have to be employed, at least part-time, to train young people. We will also see short-term economic downturns for some industries and work sharing may be the answer to keeping a trained labour force together so that production can be resumed when the turn-around occurs.

Work sharing and part-time work are also beneficial for those in training, for child rearing and for voluntary and philanthropic work.

## DISSENTING VIEW

DAVID ORLIKOW, M.P.

## Mobility, immigration and flexible work

This report accepts with little if any question the large scale movement of people from slow growth areas of Canada to areas of high economic growth. Some studies have estimated that as many as 400,000 jobs will be available. This would mean either massive migration of Canadians or large scale immigration at a time of heavy unemployment. What would the effect of large scale movement by workers and their families be on long-established cities and towns?—Neither this Task Force nor any other group has studied this question. Could the work be brought to the people instead of the people being moved to the jobs?—Again, we haven't really looked at this possibility.

Methods to encourage temporary mobility instead of permanent migration should be explored. Immigration clearance should only be approved when fair wages, transportation, room and board have been offered to Canadians.

If Canadian workers are to be really encouraged to leave home to take temporary employment, a system of allowances should be promoted so that when employers provide allowances or provisions secured or enjoyed by the worker, including room and board, then these allowances or provisions should be viewed as an expense to the company and they should not be viewed as income earned by the recipient. All allowances received for room and board or transportation by workers should be classified as **non-taxable** rather than tax deductible by our income tax laws.





# 11

# Special groups— special problems

**Certain Canadians face the same employment problems as other job seekers, but in greater dimensions and larger percentages.**

The Task Force received many briefs and heard many witnesses regarding the special employment problems encountered by women, Indians and other Native people, the handicapped and some minorities. They made strong arguments that much more must be done to find meaningful employment for these Canadians, not only because justice demands it, but also because our economic situation requires it. If Canada is to fill all the high-skill job openings that will be available in the '80s and '90s, we must be certain that all potential sources of labour are trained and barriers to job entry removed.

## RECOMMENDATIONS

**105** In order to make the best possible use of labour resources in Canada, a much greater effort must be made to train women, Natives, minorities and the handicapped. The Federal Government should encourage affirmative-action programs in the private sector and have a contract compliance policy according to which it would only purchase from and contract with those employers who adhere to the human rights code and who have an affirmative-action program as part of their corporate policy.

## DISSENTING VIEW 105

JIM HAWKES, M.P. AND JOHN McDERMID, M.P.

See minority comments on  
Recommendation 42.



**106** Governments must show the way up their own affirmative-action programs for women, Natives, minorities and the handicapped within their own departments and agencies, and in Crown corporations.

**107** In order to develop effective affirmative-action programs and contract compliance policies, there must be an immense effort made to provide women, Natives, minorities and the handicapped with basic training in literacy, job readiness and job orientation so that they can qualify for the various training and retraining programs directed at skill shortages and employment opportunities in the '80s.

### **DISSENTING VIEW 107**

JIM HAWKES, M.P. AND JOHN McDERMID, M.P.

See minority comments on Recommendation 42.

**108** In order to administer and supervise affirmative-action programs, there is a need for better information on the participation rates, unemployment rates, average education and participation in training programs of women, Natives, minorities and handicapped Canadians.

**109** Government Outreach programs have been particularly effective for women, Natives, minorities and the handicapped, especially in job counselling, job placement and facilitating training programs. Consequently, Outreach programs should be continued and expanded. They should be given grants under contracts lasting three years instead of one, so that they will be able to carry on even better planning and to hire and keep competent staff. There should be an advance notice of one year for major changes or termination, and three months' notice for minor changes.

**110** Canada Employment Centres must develop an aggressive policy of hiring and training counsellors who understand the problems of the disadvantaged and other special needs groups. This would mean hiring more women, Natives, minorities and handicapped people.

## **Women**

There was much discussion on the particular problems faced by women. In many cases they had left the work force in their late teens or early twenties to marry and raise children. Consequently, they had very little work experience when they attempted to return to the work place in their thirties and forties. Women are often advised to take training in traditional female occupations, such as teaching or stenography, even though the long term employment prospects may be poor. Furthermore, when some were forced to return to work at an earlier age by the death of their husband or by divorce, separation or abandonment, they had great difficulty in pursuing training programs because of the lack of daycare services and living allowances. Finally, women have not been encouraged to enter areas of work called non-traditional—these have been stereotypically reserved for men. This results from parents not having encouraged their daughters to enter these trades or professions.

School counsellors, employment recruiting teams and many others are also guilty of this failure to give proper guidance.

There is considerable evidence to show that women are paid less than men for the same work, but this seems to account for only a small part of the earnings differential between males and females. Other factors, such as the educational and training programs women take, the occupations in which they find employment, and the continuity of their working experience—these also create large salary differences.

The witnesses and the Task Force agreed that it is absolutely necessary to open up non-traditional areas of work to women and to facilitate their entry into these areas through training and other support services.

## **RECOMMENDATIONS**

**111** In order to encourage women to enter non-traditional areas of work, and employers to hire them, there should be a national advertising and publicity program showing women working in non-traditional fields. This should be supplemented by the use of pamphlets, texts, audio-visual presentations, and other methods, and used in schools and other areas where there are counselling services.

**112** With the rapid introduction of microtechnology and word processors, there could be increased unemployment among women who work in offices. It is therefore imperative that governments plan special programs for the retraining and upgrading of these women to fill the new jobs that will be opening in the '80s and '90s.

**113** Governments should facilitate shared and part-time work, so that women who wish to stay at home on a part-time basis will also be able to work on a part-time basis. This is important for keeping up their skills and trades for the work place, as well as for earning necessary additional income.

**114** Governments should examine the feasibility of giving women credit for work done and skills acquired in running a household when they enter educational training programs.

## Indians and other Natives

The Indian, Inuit and Métis people experience the highest rates of unemployment of any group in the country. Not only have Canadian governments failed to provide them with the resources they need for employment, but when programs have been developed these people have not been consulted with respect to their own needs and views. Their situation is complicated by the fact that in many cases Indian and Inuit communities are small and remote from the main urban centers. Consequently, it is often difficult to organize schools and other training programs which are both adequate and close enough to their communities.



Indians and other Natives are clearly subject to much discrimination in the labour market, and although they are an important potential source of skilled manpower in Canada's northern communities, the necessary training base has not been provided.

For Native people, a tremendous effort must be made on two fronts. First, to provide them with the resources to expand employment opportunities; and second, to give them the resources to train their people to fill these jobs once they are available.

## **RECOMMENDATIONS**

**115** Where requested, the Federal Government should work with Indian Bands, Regional and Tribal Councils and Indian Associations to place more schools on Indian Reserves. Then Indian people of all ages can be taught in their own language, as well as in English or French, by Indian teachers of their own choosing. This is extremely important in order to reduce the high drop-out rate among Indian people and to encourage their continuing education for skilled trades and professions.

**116** The Federal Government should re-introduce adult and basic literacy education programs for Indian Bands on Reserves and for other Native people in remote areas. This should be done in consultation with the Bands and communities and should be geared to meet the on-going employment and training needs of Native people, as well as the needs of the surrounding region.

**117** The Federal Government should cooperate with Indian Bands in providing high schools and vocational schools for a number of Bands in a given area, especially where there are Regional or Tribal Councils. This is necessary because many individual Bands are not large enough to support a high school or technical school.

**118** With regard to community colleges, technical institutions and universities, the Federal Government should negotiate with the Bands and Associations to make sure that there are sufficient places in the local educational institutions for Indians and other Native people, that there are sufficient Native counsellors in the institutions, and that there are a number of courses which meet the needs and demands of the Native people in the area.

**119** With respect to Indians, Métis and Inuit who move to cities, the Federal Government should take steps to consult with their organizations in setting up programs within the local education system which meet their needs for courses, counsellors, teachers and support services.

**120** Where the Reserves or homes of Indians and other Native people are at a distance from their secondary schools, vocational institutes, community colleges or high schools, the Federal Government should provide adequate transportation, housing and other support services, so that the Indians and other Native people can attend and participate, and complete their education and training programs.

**121** The Federal Government should improve its teaching services on Reserves, especially the more remote ones, through the use of film, videotape, audio-visual techniques, itinerant instructors, teacher aides and materials.

**122** There should be an Indian economic and employment strategy as well as an Indian education and training strategy developed principally by the Indian people themselves and in consultation with the government departments concerned. This must also be done for the Métis and non-status Indians in their communities and for the Inuit in the North.

**123** With respect to Indian employment, it is extremely important that there be a revised employment strategy and an Indian development fund. It is recommended that the Government establish, with appropriate funding, an Indian development fund for a period of five years. This fund should be set up in full consultation with the national and regional Indian associations and it should be administered by the Indian people through their Bands and regional governments.

**124** There should be a concerted effort to train more Native teachers, Native counsellors and teacher aides for the high schools and community colleges where there is high Native enrollment.

**125** Programs to train Native teachers could be duplicated elsewhere and expanded to include other fields, such as social work, health and environment: all related to Indian and other Native needs.

## Remote areas

Since Canada is a large territory with a small population, there are many communities in remote areas, especially in the North, which do not have easy access to community colleges, vocational and technical schools and universities. Yet these same areas are often sites for new projects such as pipelines, resource development and transportation systems.

In other parts of this report the Task Force discusses proposals for mobility and training with respect to these new projects. Here we would like to present some recommendations which would help to involve the people in remote communities with these new projects on their doorsteps, so that they could be more often and better employed on them, to the benefit of their families and their communities.

## RECOMMENDATIONS

**126** For remote areas in Canada, especially for communities in the North of our provinces and in the Territories, governments must create innovative, mobile, regionally-based education and training centres for these citizens. There should be consultation with the communities involved so that the programs will meet their local needs as well as the needs of their migrant population.

**127** Canadians who come from isolated and disadvantaged areas face a wide range of problems when they move to more densely populated urban areas seeking employment or training. A broad range of support services and training programs, including life skills training, must be developed in order to permit these people to find employment in their new communities.

**128** Where it is not possible to set up regional training and education centres for these remote areas, steps must be taken to provide transportation, room and board and living assistance for adults and young people who must go away for training.

**129** Governments should support educators in the development of new techniques which would provide education and training in remote areas by means of satellites, television, films, videocassettes and radio.

## The handicapped

The physically handicapped have one of the highest unemployment rates of all groups of Canadians able to work. There are several reasons for this. Disabled persons are often thought of as being unable to perform productive work, and that in itself makes it difficult for them to find a job. The Canada Employment Centres are designed to provide assistance to all persons seeking jobs, but it is often difficult for disabled persons to use them. In many cases, hiring a physically handicapped person requires the construction of special facilities or the purchase of special equipment, and some employers are not willing to undertake the additional expense.

While the Task Force heard several briefs from handicapped groups in all parts of the country, we did not examine this subject as thoroughly as the Special Committee on the Disabled and the Handicapped which published its report, *Obstacles*, in February, 1981. We did, however, examine the subject with respect to employment and training and have come to conclusions similar to those by the Committee on the Disabled. Consequently, rather than repeat the recommendations which they made, we will simply refer to those which we fully endorse.

## RECOMMENDATIONS

**130** The Task Force endorses the recommendations relating to employment, work and training made by the Special Committee for the Handicapped in its report, *Obstacles* and in particular the Task Force endorses recommendations Nos. 19, 22, 23, 25, 28, 29, 32, 33, 34, 35, 36 and 48, all of which relate to employment, and recommendations Nos. 95, 96 and 97 which relate to education.

**131** In training contracts under the Adult Occupational Training Act, the Federal Government should, where needed, require training institutions to set aside a number of places for the handicapped and should contract with institutions which provide access to handicapped persons.



## Drop-out youth

A large percentage of the unemployed in Canada are young people between the ages of 15 and 24. In May, 1981 approximately 48 percent of the total unemployed fit into this category. Of this group, 73 percent are at an educational level that does not exceed high school graduation. It is obvious that if we are going to improve the unemployment picture and train more skilled workers for Canadian industry, then we must resolve this special problem. In other parts of the report, we have dealt with functional illiteracy, retraining for the unemployed and mobility programs. Here we would like to deal with special recommendations relating to young people who, for one reason or another, are forced to, or decide to leave school before they earn their diploma.

### RECOMMENDATIONS

**132** Governments should assist in the development of special programs designed to identify and help potential drop-outs.

**133** The Federal Government should continue its Outreach program for unemployed youth, especially with respect to placement, training and counselling; and in particular, special attention should be given to those young people who have difficulty in holding jobs because of social or domestic problems, alcohol, drugs, mental illness and crime.

**134** The Task Force encourages educators to examine the "Options" program established by the Protestant School Board of Greater Montreal as an alternative school for early drop-outs. Another successful program is the Adult High School in Winnipeg, Manitoba.

**135** The Federal Government should continue summer employment programs for students but they should be simplified, better designed and better coordinated with educational and training programs. To the greatest extent possible, the Summer Job Program should provide additional on-the-job training for those who are in high school, community college or university.

The remainder of this chapter focuses on engineering, management and nursing. These are examples of the many occupations suffering from continuing or cyclical shortages, for which detailed solutions were proposed.

## Engineering

From coast to coast, the Task Force heard engineering academics, employers and engineering associations express deep concern that there will not be enough engineers in Canada to fill the need of industry in the '80s and '90s, especially with the advance of energy-related and other megaprojects throughout the country. Estimates of the shortfall have predicted shortages of as many as 2,000 engineers per year. Although this figure may be somewhat high, it does point out the seriousness of the problem.

Some of the problems mentioned were:

**1** Universities are at the saturation point with engineering students. Consequently, under present circumstances, there can be no increase in the number of undergraduate engineers.

**2** Engineering students are not taking post-graduate training but instead are entering the work force immediately on receiving their degree. Witnesses have told us that, after graduation, the best students in some specialties are receiving job offers of up to \$26,000 a year.

There is no great incentive for the student to stay on another five or six years for a doctorate. In addition, many engineering graduates go on to take their Master's degree in Business Administration. In one Ontario university the enrollment in the MBA course is 60 percent engineers. It is interesting to note that, in some of our universities, nearly 80 percent of the students at the engineering graduate level are in Canada on student visas.

**3** Canadian industry does not adequately reward graduate work in terms of salary. The engineering industry does not demand graduate work, and because of this, we may not keep pace with advances in high technology. We desperately need graduate engineers for research and development.

**4** Because the ages of university professors across Canada are fairly uniform, there will be a large number of retirements in the early 1990s. With students not taking postgraduate studies now, there will be a shortage of engineering professors in the future. In 1981, it was estimated that there were 100 to 150 hard-to-fill vacancies in our engineering faculties.

**5** Immigration is no longer the answer. In the past, we imported professors to fill teaching positions not being taken by Canadians. This luxury is generally not available anymore because other countries need their own technical manpower. It is now more attractive for people to stay in the country of their birth.

**6** Financial constraints placed on universities discourage them from replacing their outdated equipment. An engineering laboratory is very important in an engineering course and without a properly-equipped modern lab, it is not possible to graduate capable engineers.

## RECOMMENDATIONS

**136** Universities should pay engineering professors a market premium based on comparable salaries in practice as is done at the University of Sherbrooke.

**137** Universities should consider using more engineers in the field as part-time teachers, as faculties of Medicine and Law commonly do.

**138** We should encourage Canadian industry and foreign industry located in Canada to invest more in engineering research and development at the university level. More students could then be attracted to postgraduate studies. Governments should also finance more university chairs in Engineering.

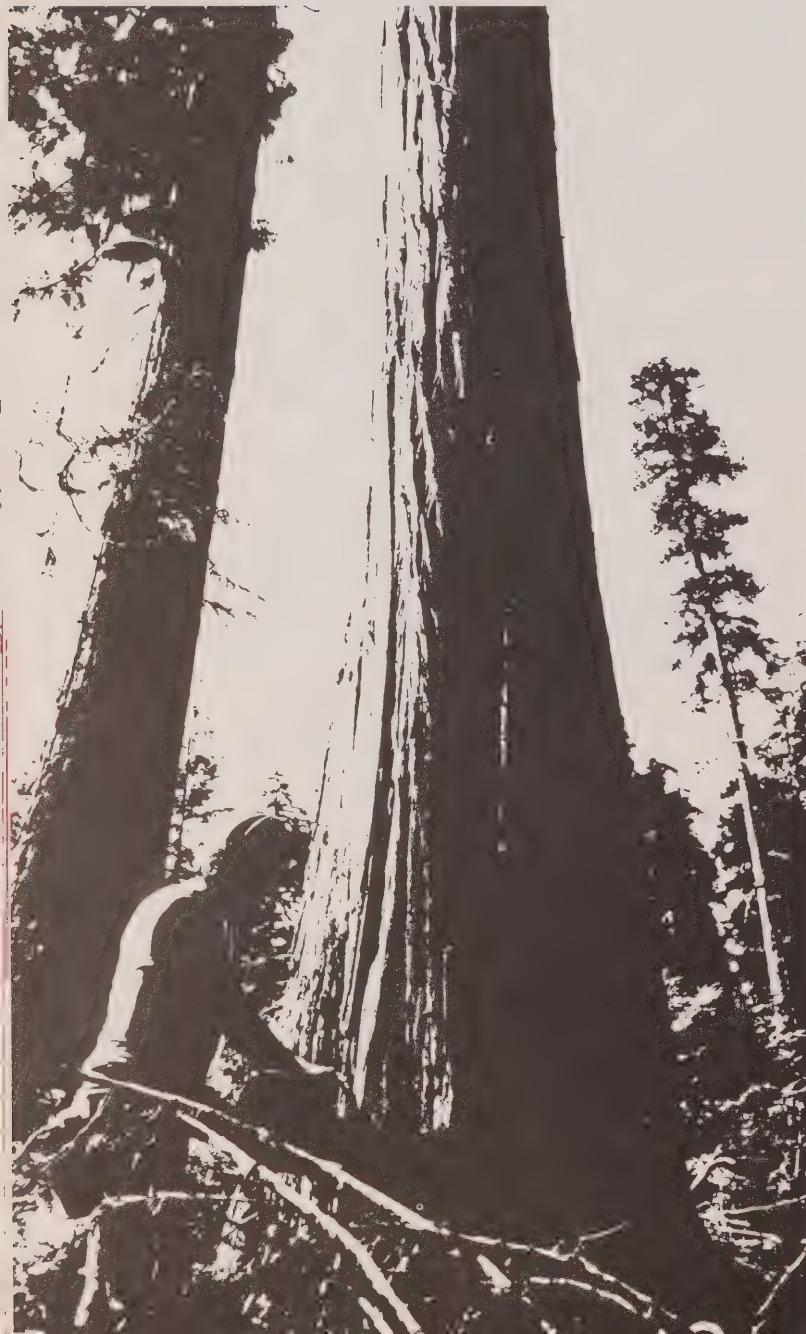
**139** With university enrollment down in some sectors, a redistribution of seats allotted to engineering should be considered. The United States is graduating about 20 percent more engineers per capita than is Canada.

**140** Much better use must be made of paraprofessional support personnel, such as technicians, draftsmen and technologists, working together to form an engineering team.

**141** Industry, universities and governments should encourage young people to consider engineering as a career. Special emphasis should be placed on encouraging women to take up engineering. In 1979-80, women represented only 6.9 percent of the total enrollment in engineering.

**142** Industry should establish in-house courses to update and retrain engineers, assistants, paraprofessionals and other individuals whose jobs may be phased out or who require training in new technology.

**143** As a last resort, Canada should import experienced engineering specialists, not only to work on certain projects, but also to train Canadians.



## Management

There has been much recent publicity concerning skill shortages in the blue-collar trades and in such fields as engineering and computing sciences. It is therefore easy to overlook the crisis in Management Education and Research in Canada. This crisis was apparent in the early '70s. The Economic Council had warned us at that time: "Canadian universities were particularly unprepared and hesitant to develop doctoral programs in business administration. Not surprisingly, with the passing of years, the situation has progressively worsened."

Without highly trained managers to operate and administer Canadian companies efficiently and effectively and to provide the entrepreneurial expertise and vision needed for economic growth and development, Canada's economic future will inevitably be hobbled, or even seriously endangered. However, the need for better trained managers and more efficient management is not simply the problem of the private sector—the same sense of urgency prevails in the public sector.

Equally important, although frequently ignored, is the pressing need to train labour leaders in management studies. More and more, organized labour must deal with the problems and challenges of high technology and organizational innovation. To do this effectively and to inform and represent its membership, organized labour must have leaders skilled in management techniques and decision-making.

Knowledge is power. The failure to supply the managers and decision-makers that Canada needs and will need in the foreseeable future will be costly in both jobs and money. Therefore, to overcome the skill shortages currently plaguing Canada, and to help the large number of Canadians unemployed and underemployed, we must not be guilty of overlooking the forest for the trees and failing to tackle the crisis in management.

Some of the problems identified by the witnesses were:

**1** Canada has an ever-increasing need for better, more effective management and decision-making, in both the private and public sectors.

**2** Canadian universities are not devoting a sufficiently large share of their resources to management education.

**3** Because of under-funding, Management faculties are not able to attract enough qualified staff, so that the quality of management education is not as high as it should be.

**4** The combination of staff shortages and growing enrollments prevents overloaded faculties from engaging in the amount of management research needed to advance the discipline.

**5** The Canadian business community has in general been indifferent to the plight of Management faculties.

**6** Owing to the shortage of trained managers and decision-makers, 'piracy' is becoming an increasing problem.

## RECOMMENDATIONS

**144** In the national interest, education and research in management should be expanded to increase the number and quality of business and institutional managers.

**145** Universities should allocate more of their financial and human resources to the improvement of business and management education. Also, special funds should be designated for programs to increase the number of Ph.D.-qualified professors teaching in Canadian faculties of Management and Administrative Studies.

**146** The public and private sectors should contribute funds towards management research devoted to developing methods and techniques for Canadian needs.

**147** More innovative and flexible management education programs must be introduced.

**148** Professorial chairs in Manpower Training, Labour-Management Relations, and Business-Government Relations should be established in faculties of Management and Administration.

**149** There should be a national conference between the university Deans of Management and their equivalents from junior colleges and technical institutes and leaders of national business and labour associations to discuss, examine and propose policies to deal with the present crisis in management education.

**150** Regional workshops should be held regularly by organizations and representatives of Management faculties. The objective: to strengthen and broaden contacts among the management, education and employment sectors and to serve as a clearing-house for information.

**151** Funds should be allocated to provincial governments and targeted to expand student enrollment in post-graduate faculties of Management.



## Nursing

The evidence presented by nurses and others in the field of health care indicates that we are facing an extreme shortage of nurses in many parts of Canada. It suggests that if measures are not taken soon to correct the situation, it can only grow worse.

In 1977, approximately 26 percent of 192,000 registered nurses in Canada were not actively employed in nursing, and of the 26 percent, 11.8 percent were employed in other occupations. These figures seem indeed ironic when for certain regions of Canada, especially in rural and Atlantic Canada, it is sometimes necessary to advertise outside the country for nursing personnel. It is unfortunate that while we are experiencing such a shortage, trained registered nurses who have left the profession for various reasons often face obstacles when they try to re-enter the profession.

Nursing in Canada is no longer viewed as the rewarding profession it once was. Among the reasons given by witnesses: poor working conditions, low pay, lack of advancement, lack of responsibility, more attractive career options elsewhere, inadequate training, and low nurse-to-patient ratios. All have contributed to a decrease in the number of entrants into the nursing profession and an increase in the number of trained nurses leaving the field.

The following are recommendations made by some of the witnesses:

"That the Federal Government establish a manpower data base and manpower planning for the 1980s. That it commit itself to ensuring the demand is matched with supply. This should include the determination of future specialty patterns of care." (C.N.A.)

"(The Federal Government should encourage) national health professional associations (to) remove barriers to mobility from one province to another, where such barriers exist." (C.H.A.)

"Nursing salaries should be comparable to salaries paid in comparable positions or at least benchmark positions in the private sector. In the long term, nursing will lose its qualified personnel to other career opportunities unless financial rewards are matched with qualifications and responsibilities." (A.A.R.N.)

"Levels of remuneration for nurses having similar or equivalent duties and working in similar or equivalent conditions should be comparable in whatever province they are employed." (N.N.U.)

"That educational offerings supported by the provincial and federal governments be made available to train nurses in specialized skill areas, and that incentives be provided to encourage nurses to enrol in such programs." (R.N.A.N.S.)

"The Federal Government (should encourage) the provinces to include nursing in their yearly... planning for the Adult Occupational Training Act." (N.B.A.R.N.)

"The salary remuneration for nurses who work in homes for special care...should be re-evaluated..." (N.S.N.U.)

## RECOMMENDATIONS:

**152** Measures should be taken to improve training, retraining and upgrading programs so that those now in nursing are encouraged to stay. Re-entry into nursing should be facilitated for those who choose to return.

**153** In the '80s special emphasis should be placed on post-secondary and graduate studies in areas of specialized nursing care, including geriatrics, psychological and chronic care.

**154** Governments should improve working conditions for nurses, thus making the profession more attractive. Areas of concern should include nurse-to-patient ratios, suitable compensation for shift work and overtime, shortening of shift lengths, provision of child care services, and better remuneration.

**155** As a special project, a nursing data base and planning scheme for the '80s should be established. It should examine the current entry, re-entry, retention and drop-out rates in the nursing profession in terms of the projected increased demand for nursing services (as recommended in the Hall Report, 1980).

**156** The Federal Government should set a good example by providing better pay and working conditions for nurses in the federal public service.

**157** More men should be encouraged to enter nursing and other para-medical professions.



## DISSENTING VIEW

DAVID ORLIKOW, M.P.

### Special groups—special problems

A number of groups are now described as minority groups whose needs require special efforts if they are to find employment which meets their economic and psychological needs. These include immigrants, women, Natives and the handicapped. Training for these people without ensured employment after training would be rather self-defeating. In good times, when we are experiencing full employment, affirmative-action programs to find jobs for these minority groups are likely to meet with some considerable success. But given the rate of unemployment Canada is experiencing at the present time, success will be difficult, to say the least. It will be easier for employers—public and private—to find work for the many middle class, well-educated women (classified as members of a minority) who wish to work, rather than for native women who will require longer, more expensive assistance if they are really to be helped in finding and keeping meaningful work.

Affirmative-action programs will not work unless they are given teeth, and senior administrators must be given the responsibility to deliver specific goals or targets by specific dates. The record of government departments in hiring Native people is to date, almost without exception, poor. But if government departments are given timetables, then specific training programs can be developed to meet those goals.

It is not good enough to recommend that the Canada Employment Centres develop policies to look for and train counsellors who understand the needs and problems of the disadvantaged.

These sentiments must be bolstered by a well-thought-out and concerted series of strategies if they are to achieve the goals expressed. These would include:—

- (a) A more sophisticated public relations strategy to counter the general, unpopular stereotypes about Native Canadians held by many employers — both public and private.
- (b) Local employment and, therefore, prior training must be encouraged. Teachers, social workers, health workers, building maintenance, resource officers, administration—are among the more obvious jobs that should be available for Natives living on Reserves.
- (c) These employment opportunities must be created in fields where there are the following criteria: quick turn-around time, reasonably well-paid jobs, full year as opposed to seasonal employment, and meaningful, fulfilling work. Government research is needed to find new fields of employment, such as alternative energy for Native people, given the high rate of unemployment in most traditional fields.

Not enough consideration has been given to the problems of Native people who are increasingly and rapidly moving into Canadian cities, such as Vancouver, Calgary, Regina and Winnipeg, as well as many smaller Canadian cities and towns. The Department of Indian Affairs at least recognizes its legal responsibility to ensure the welfare of Natives living on the Reserves but assumes virtually no responsibility for the tens of thousands of Native people living in our cities. Yet many studies have indicated that the plight of these people is disgraceful and desperate. Government departments—Indian Affairs, Employment and Immigration, and Health and Welfare—need to meet with provincial and municipal governments and Native people to define the extent of the problems and to devise programs to improve the conditions of these people. Serious efforts must be made to prepare Natives for employment in both the private and public sectors. The three levels of government must have target areas within their jurisdictions where Natives given pre-employment training could find meaningful, permanent employment. A few such fields include police, firefighting, parks, building maintenance, letter carriers. Without such programs, the number of Native people living lives of poverty and on welfare will increase from the present thousands to tens of thousands in the next decade.





# Federal-provincial relations

## Greater coordination and less duplication are needed.

After a study of employment training and manpower problems lasting more than a year, it is clear to the Task Force that government programs in Canada are not as effective as they should be on account of the overlapping and duplication of federal and provincial programs and a lack of coordination in running them. Obviously this is an area of divided jurisdiction. The provinces are responsible for education and the delivery of social services—the Federal Government has responsibility for unemployment insurance, inter-provincial and international trade and related industrial policies.

It is impossible to plan a national industrial and employment strategy without referring to the need for trained and skilled workers. Skilled workers, white- and blue-collar, are absolutely necessary in order to make our economy go and to meet the competition in national and international trade.



As pointed out earlier in this report, the members of the Task Force or its research staff met privately with representatives of all provincial governments. Officials and witnesses everywhere urged greater coordination among all levels of government in the area of human resource planning, training and employment policies.

Many alternatives were suggested to us. Some went so far as to suggest that the Federal Government should completely withdraw from manpower training and retraining programs and leave this field completely to the provinces. The Federal Government in this case should limit itself to manpower mobility between the provinces, unemployment insurance and direct employment having to do with national goals.

Some members of the Task Force proposed that the Federal Government should allow the provinces to take over manpower training and retraining through an "opting-out formula". This would mean the Federal Government would provide manpower training and retraining programs for some provinces, but not for all.

On the other hand, others recommended greater federal involvement in education and training with a national standard and a national education policy. Recognizing the great size of our country with its many regions and communities, the Task Force rejected both of these as extremes.

## RECOMMENDATIONS

**158** The Federal Government should continue its programs for occupational training, retraining and mobility but these should be related more closely to national goals.

**159** Furthermore, and most important, there must be better cooperation and coordination with provincial programs. To this end:

- (a) there should be a National Council of Employment and Training Ministers with a secretariat;
- (b) the National Council should develop a national employment and training plan to be implemented at both the federal and provincial levels;
- (c) where possible, the National Council of Ministers should work to avoid unnecessary duplication between the federal and provincial levels of jurisdiction.

**160** Where desirable, the National Council should develop official joint offices for employment counselling and placement.

**161** There should be one job bank computer system for the federal and provincial governments and the private sector which could register nationally all job openings and job seekers.

**162** An attempt should be made to locate Manpower offices in the same building in cities where Manpower offices of both governments are necessary, and to work out a plan whereby the federal and provincial governments will share the smaller communities between them. In doing so, they could cover all necessary communities but not duplicate each other.

The Task Force also discussed the suggestion that the Department of Labour and the Department of Employment and Immigration be reunited. Following the discussion, there was no recommendation to put that proposal forward although the members would like to see better inter-departmental coordination.



# 13

# Planning, information and forecasting

## Those who seek jobs or career opportunities need more and better information.

### INTRODUCTION

The information available in Canada for employment planning and decision-making is limited, and much of that is often not useful to those who need it. This was what many witnesses felt and were anxious to have resolved.

This chapter deals with some of the problems related to the availability and distribution of information throughout the country.

Different types of users need different types of information. When people look for jobs, they need to know what jobs are available, as well as the locations, the pay, hours of work and working conditions. Also, students in the educational system and persons considering further training or retraining programs are interested in this same information. But they also want and need to know what employment conditions will be like when they finish their programs and start looking for jobs.

Employers need information on the people looking for jobs—on their education and training, the skills they have, their working experience, and so on. In addition, when they plan changes in production or invest in new equipment, they need to know that there will be qualified applicants to fill the new jobs that will result.

Planners in governments and in educational and training institutions need to look at what the future holds. They have to make sure that there will be enough trained people to meet the expected changes in the economy, enough schools, teachers and equipment to meet the needs of students.



Three basic principles are important in satisfying the information needs of different users. First, it is clear that the same information will not do for all users. Job seekers generally prefer to find employment close to home, though some are prepared to move to wherever the work is. Hence they need information for their home area as well as their region or province. By contrast, planners in governments or educational institutions are usually interested in information for a whole province, or for the entire country. Therefore, different types of information must be provided to different kinds of users.

The second basic principle is that information should be up-to-date and easily available. For example, information on job vacancies that is several months old is of little use to people looking for jobs today. Unfortunately, the cost of providing up-to-date information may be high and this, therefore, must be considered as well.

Finally, information needs to be put together and presented so that it is easily understood by all. It is often simple to publish information in the form of detailed statistics which are difficult to understand. These are of little use to job seekers and other members of the public.

## INFORMATION AVAILABLE IN CANADA

### Job vacancy information

There are many ways to arrive at a decision where a job is concerned. The most common ways are for employers to invite job applicants through advertisements in newspapers and other media, and for job seekers to contact employers directly. However, there are other important sources of vacancy information: for example, private employment agencies, friends and teachers.

Federal and provincial government departments also provide a large amount of information to aid decision-making. In particular, the Canada Employment and Immigration Commission has a lot of information for different types of users through the approximately 450 Canada Employment Centres in the country.

Job vacancies are posted on bulletin boards in a Job Information Centre which forms part of each Canada Employment Centre. Job seekers are encouraged to look through the vacancies to identify the jobs for which they would like to apply. In large metropolitan areas, this system may be far too large to be useful and so the Employment and Immigration Commission has developed a computerized system for recording and processing job vacancy information. Known as the Metropolitan Order Processing System, it is now available in Vancouver, Ottawa, Toronto, Hamilton and Montreal.

The National Job Bank is another interesting innovation developed by the Commission. Jobs which cannot be filled locally are recorded in a computer and advertised in Job Information Centres all across the country. In this way, job seekers in one region of the country may be encouraged to apply for a vacancy in another part of the country. Jobs are offered to Canadians before recruitment in a foreign country is considered.

These three systems—the Job Information Centre, the Metropolitan Order Processing System and the National Job Bank—form a complete technical network for providing job vacancy information to job seekers. However, despite the obvious merits of the systems, employers and job seekers appear to be far from satisfied with the service they receive. Employers still prefer to fill their vacancies using other means.

Although exact figures are not known, the Commission/Department claims that about 20 percent of all vacancies are registered with Canada Employment Centres. In fact, the percentage of job vacancies listed may be much lower than this in some parts of the country and for some occupations. Moreover, 22.5 percent of the vacancies listed with the Centres are cancelled, probably because they have been filled by other means. These tend to be quality jobs in terms of duration and earnings (see "The Impact of the Canadian Placement Service of the Labour Market, CEIC, October 1980").

Clearly there are many possible reasons for the low level of job vacancy registrations at the Centres. Some witnesses noted that the job applicants sent to employers were poorly screened: they often failed to meet the job requirements. Some employers also feel that the job applicants referred to them by the Centres are people who find it difficult to keep a job or who have been unemployed for long periods of time. It is also possible that employers register only certain types of jobs (for example, low-paying jobs or jobs with low skill requirements) because they have a biased view of the kinds of applicants they will receive.

There is, however, no information available for comparing job vacancies registered with Canada Employment Centres to those which are not. The Job Vacancy Survey, which was carried out by Statistics Canada, provided estimates of all job vacancies in the country. The survey, however, was discontinued a few years ago because of the high cost of collecting statistics detailed enough to be useful.

## Information on job seekers

Unemployment in Canada has been high over the past few years. As a result, the number of job seekers has also been very high. It would therefore be very expensive to design and implement a system to hold information on all job seekers in the country.

In a recent survey, about 60 percent of job seekers reported that they used the Canada Employment Centres. The figure includes persons who must register for employment if they are to maintain their eligibility for unemployment insurance benefits, so that the proportion of job seekers who actively use the Centres may be lower.

Another recent study by the Canada Employment and Immigration Commission shows that only 40 percent of those who registered with a Centre were actually referred to an employer. Only 18 percent of registrants in closed files had actually been placed in jobs (see "The Impact of the Canadian Placement Service of the Labour Market", CEIC, October 1980).

A large number of job seekers go to Canada Employment Centres, yet the number of vacancies available is limited. It is difficult to create a file on all those who pass through their doors. The Centres therefore rely a great deal on clients themselves to select a job in which they are interested and for which they feel qualified. They do so by going through the advertisements posted in the Job Information Centre and asking for a referral to a particular employer in the hope of getting a job interview. Since job vacancies are arranged by occupation in the Job Information Centre, job seekers tend to be attracted only to occupations they know rather than to other occupations in which their skills may be useful. This is especially true for inexperienced job seekers or members of special groups, such as women, who often consider only traditional occupations.

The Canada Employment and Immigration Commission has recognized the weakness in letting job seekers do their own job selection. A computerized system (**JOBSCAN**) is being developed to help job seekers identify all the job possibilities open to them because of the skills they possess.



## Information for career development

Information on different occupations (their requirements for education and training) is available from a wide variety of sources. These include career booklets prepared by professional associations, community organizations, educational institutions and governments. From time to time, there are also special reports in newspapers and other media. Information meetings or discussions are often organized by community groups, schools and other organizations.

Because of the large number of occupations and the wide range of information which deals with career development, it is difficult for an individual to sort through all the printed information on occupations. However, the Canada Employment and Immigration Commission has a computerized system (**CHOICES**) which provides detailed information on a large number of occupations. It lets individuals identify those occupations which satisfy their interests, abilities, desired working hours and salary. The information on occupations includes educational and training requirements as well as a good idea of the probable future of each occupation.

**CHOICES** is clearly a valuable tool for career counselling and development and even allows individuals to obtain further detailed information from other sources (for example, from the Canadian Classification and Dictionary of Occupations (CCDO)). In this way, students and persons considering a training or retraining program can easily get some idea of their occupational choices.

The **CHOICES** system is available to students in the educational system in two provinces (British Columbia and Nova Scotia) and two others (Manitoba and Saskatchewan) are in the process of introducing it. Some of the other provinces have their own computerized career guidance system (e.g. Ontario) and others are in the process of deciding whether to adopt **CHOICES** or develop their own system (e.g. Quebec).

Many witnesses claimed that students receive little or very poor career guidance in schools. It is clear that using **CHOICES** or a similar computerized career guidance system can do a great deal to improve occupational choices for students.

**CHOICES** is also being used in 40 Canada Employment Centres across the country. The system is operating on an experimental basis to provide information to persons considering a training or retraining program. It is particularly useful in identifying occupational possibilities for women who plan to go back to work, experienced workers thinking of a career change, and special groups (such as the handicapped).

LOW



## Information for planning and analysis

Facts and figures on employment and related issues are published by a wide variety of government organizations in Canada. At the federal level, for example, information on employment by major industry and by occupation is collected through the **Labour Force Survey** which is carried out by Statistics Canada. Information on earnings is available from the Statistics Canada publication **Employment Earnings and Hours** and from a similar Labour Canada publication. The Canada Employment and Immigration Commission prepares statistics on job vacancies from the information recorded in the Canada Employment Centres.

There are, however, some major limitations to all these data. The statistics are prepared by different organizations for different purposes. The result is that there are large gaps in the data available, thereby complicating any comprehensive analysis of Canadian employment and its problems.

Studies show that when imbalances of certain types of manpower occur, employers will try to make adjustments in the salaries they offer as well as in the number of people they employ. This information on both the numbers of people employed and the salaries they receive is needed to gain an understanding of how this adjustment process works. However, statistical data on employment and earnings for different occupations are not published regularly in Canada.

Another major limitation of statistics on employment is that they are often for large areas, such as a province, but not for regions or cities. The population census is an exception but since it is only carried out every ten years, even that information is often quite out of date. A study of occupations and industries in a given city using census data would describe the situation ten years ago. In many respects, that would be clearly different from the situation today.

Most of the statistics available refer to the supply of manpower at a particular time, but there is very little known about manpower flows within the economy. For example, there is almost no continuing information on the jobs found by students leaving school, or on the changes in occupations made by workers, or on the movements of people across provincial boundaries.

The cost of collecting these data is, of course, one of the major reasons for these limitations. If the data collected are to be reliable, information must be obtained from a large sample, and this tends to greatly increase the cost of the data. Many economists considered the Job Vacancy Survey and the Occupational Employment Survey to be extremely important for analyzing changes in jobs and employment. They have now been discontinued because of the recent pressures on federal government expenditures.

Analytical and research studies which have been carried out on manpower problems in Canada clearly feel the lack of complete data. Several witnesses pointed out to the Task Force that little is known of how people are matched with jobs, or on the adjustments in wages, hours of work and skill requirements that take place as a result of the matching process. Moreover, this lack of information is reflected in the types of education and training decisions that individuals make. Hence it can lead to future shortages or surpluses of different types of manpower.

The lack of data has also had a major impact on the economic models which provide forecasts of future employment. The Canada Employment and Immigration Commission has recently published projections of the number of people required (i.e. jobs available) in different occupations in 1985. The people who will fill the jobs in 1985 will clearly come from a number of different sources: some will be recent graduates of educational and training programs, others will be new immigrants or people attracted from different occupations; and, in the case of the provincial projections, some will come from outside the province. It is easy to see that manpower requirements projections are of little use for planning education and training programs without some knowledge of the number of people drawn from other sources. However, no data are available to project such movements.

The COFOR model, used by the Commission to make projections of manpower requirements, suffers from another major problem: it does not consider the adjustments employers make because of changes in wages. There are many other problems in including these adjustments in a model, but certainly it is made much more difficult by the limitations of the data available.



The Commission also developed FOIL, which was based on a great deal of information on job vacancies, operational data, unemployment insurance claims, and the judgements of the regional economic staff. FOIL was used to measure manpower imbalances by occupation, on a quarterly basis, for use at the local level. It is important, however, to get some idea of how good such a method is by comparing the projections with actual results. This was recognized by the Senate Standing Committee on National Finance in 1976 in its examination of manpower programs. However, the Commission has not carried out any evaluation of FOIL and apparently it is no longer being used for forecasting.

Finally, it should be mentioned that in addition to the lack of adequate data, there is an even more important lack of analysis. Most statistical data are published in the form of detailed tables of numbers which appeal mainly to researchers and analysts. However, there are many users who are interested in analyses of the data and in a description using charts, diagrams and graphs which give results in a simple and meaningful way. Unfortunately, the Economic Council of Canada, the Canada Employment and Immigration Commission, Statistics Canada and other federal departments and agencies carry out detailed analyses only on an irregular basis.

## CONCLUSIONS

**1** There is no reliable information to indicate the number of job vacancies registered with Canada Employment Centres. However, the Task Force heard that it may be quite low for some regions and occupations, so that some Centres may be providing poor choices to job seekers.

**2** A Job Information Centre is used in each Canada Employment Centre to list job vacancies. Job seekers are encouraged to pick out by themselves the jobs for which they feel qualified. Often they look only at opportunities in occupations in which they have worked, or with which they are familiar, and ignore others in which their skills may be useful.

**3** Job seekers are often referred to an employer by a Canada Employment Centre without proper screening to ensure that they meet the job requirements. Employers have complained that they often interview many unsatisfactory applicants.

**4** The Metropolitan Order Processing System which provides a computer listing of jobs available in some metropolitan areas has a wider selection of jobs. There is a danger, however, that the use of computerized job listings will lead to a reduction in counselling services and this may affect disadvantaged persons who often need counselling.

**5** The National Job Bank is used to list job vacancies which cannot be filled locally. However, the system is not widely publicized. Consequently, job seekers who do not normally use a Canada Employment Centre but who could benefit greatly from this system, may not know about it.

**6** The CHOICES system has been developed by the Commission/Department to provide an efficient method for students and persons considering training or retraining to examine the occupational opportunities open to them. The system is fairly expensive since its data must be regularly updated and kept accurate if it is to be useful for career planning and guidance.

**7** There is very little information available on manpower conditions on a local basis. This means that it is difficult to know for certain what shortages or surpluses of manpower exist at present in different areas. Therefore it is difficult to know how to adjust the flow of new immigrants to suit the manpower needs of the economy.

**8** Some of the available manpower data, such as the census data, are often not fully analyzed. Even when they are, the analyses are seldom useful for the decisions that individuals have to make. Many studies deal with the nation or a province, and these results are not usually applicable to local regions.

**9** The manpower forecasts which are currently available are not of much use. The COFOR model, developed by the Commission/Department, provides forecasts of manpower requirements by occupation (jobs available). However, COFOR takes no account of adjustments that employers make (in wages), or that workers make (by changing occupations). Moreover, no forecasts of the number of people wanting to work in different occupations are available. That means the forecasts cannot be used to identify the occupations in which shortages or surpluses are expected to develop.

**10** A good understanding does not exist of the adjustments that employers and workers make to changing employment conditions. In certain fields, there are less data available now than there were a few years ago. For example, the Job Vacancy Survey and the Occupational Employment Survey have recently been discontinued. No data on the detailed occupations and earnings of workers are available on a regular basis in Canada. Moreover, there are no continuing statistics on the jobs that graduates find, the changes in occupations that workers make, and other important manpower flows in the economy.

TABLE 13.1

### Summary of information needs and information available from Canada Employment and Immigration Commission

TYPE OF USER	INFORMATION NEEDS	INFORMATION AVAILABLE FROM EMPLOYMENT AND IMMIGRATION COMMISSION	COMMENTS
1. JOB SEEKERS INCLUDE EMPLOYED AND UNEMPLOYED.	WHAT JOBS AVAILABLE? WHERE?— LOCAL — REGIONAL — NATIONAL  WHAT WAGES?  WHAT HOURS?  WHAT WORKING CONDITIONS?	A) LOCAL INFORMATION AVAILABLE IN <b>JOB INFORMATION CENTRE IN CANADA EMPLOYMENT CENTRES</b> : BULLETIN BOARD WITH CARDS GIVING RELEVANT INFORMATION.  B) INFORMATION ON JOB VACANCIES IN METROPOLITAN AREAS AVAILABLE IN <b>METROPOLITAN ORDER PROCESSING SYSTEM</b> (COMPUTERIZED SYSTEM)  C) <b>NATIONAL JOB BANK</b> IS A COMPUTERIZED SYSTEM FOR JOBS WHICH CANNOT BE FILLED LOCALLY.	A) AVAILABLE IN ALL <b>CANADA EMPLOYMENT CENTRES</b> BUT USEFULNESS VARIES, E.G. IN SOME PLACES DATA OUT OF DATE. ESTIMATED THAT ONLY A SMALL PROPORTION OF JOBS LISTED.  B) AVAILABLE IN VANCOUVER, TORONTO, MONTREAL, OTTAWA AND HAMILTON.  C) USEFUL IF PEOPLE IN ONE PART OF THE COUNTRY CAN FILL JOBS IN ANOTHER PART. ALSO USEFUL TO ENSURE THAT JOBS OFFERED TO CANADIANS BEFORE OVERSEAS SEARCH.
2. STUDENTS, POTENTIAL TRAINEES, PERSONS SEEKING NEW CAREERS	WHAT FUTURE JOBS? WHAT SKILLS, TRAINING EDUCATION NECESSARY? WHAT WAGES, HOURS AND WORKING CONDITIONS? WHAT PROMOTION PROSPECTS? WHAT FUTURE FOR PARTICULAR INDUSTRY?	A) BOOKLETS DESCRIBING OCCUPATIONAL CAREERS, ETC.  B) <b>CHOICES</b> IS A COMPUTERIZED SYSTEM FOR INFORMATION OF THIS TYPE.	<b>CHOICES</b> IS A GOOD SYSTEM BUT IT IS EXPENSIVE TO OPERATE PARTLY BECAUSE OF DATA IN IT AND PARTLY BECAUSE OF NEED TO UPDATE INFORMATION.
3. EMPLOYERS	WHAT PEOPLE AVAILABLE? WHAT SKILLS, EDUCATION AND TRAINING? WHAT WORKING EXPERIENCE?	EMPLOYERS PROVIDE INFORMATION ON JOB VACANCIES TO LOCAL <b>CANADA EMPLOYMENT CENTRE</b> ; ADVERTISED IN <b>JOB INFORMATION CENTRE</b> : FILE OF REGISTERED JOB SEEKERS SEARCH; JOBS ALSO LISTED IN <b>METROPOLITAN ORDER PROCESSING SYSTEM</b> AND <b>NATIONAL JOB BANK</b> .	ESTIMATED THAT ONLY ABOUT 60% OF REGISTERED JOB SEEKERS GET A REFERRAL TO AN EMPLOYER. ALSO NEARLY HALF OF REFERRALS OCCUR ON THE DAY THAT JOB SEEKERS REGISTER AT <b>CANADA EMPLOYMENT CENTRE</b> SO THAT FILE SYSTEM DOES NOT WORK TOO WELL.
4. PLANNERS—GOVERNMENTS, EDUCATIONAL INSTITUTIONS, FIRMS	EXAMPLES: WHAT KINDS OF PEOPLE WILL BE NEEDED IN FUTURE?  WHAT TYPE OF EDUCATIONAL PROGRAMS AND HOW MANY STUDENTS?  HOW MANY TRAINING PLACES FOR WHICH COURSES ARE NEEDED?	A) <b>COFOR</b> IS A MODEL FOR FORECASTING MANPOWER REQUIREMENTS BY OCCUPATION. NOW AVAILABLE FOR 1985.  B) <b>FOIL</b> IS A MODEL BASED ON QUALITATIVE AS WELL AS QUANTITATIVE INFORMATION. DESIGNED FOR USE AT THE LOCAL LEVEL. HAS NOW BEEN SHELFED.	BOTH MODELS SUBJECT TO LARGE ERRORS BECAUSE OF POOR DATA AND UNREALISTIC ASSUMPTIONS. NEITHER HAS BEEN EVALUATED TO DETERMINE RELIABILITY.



## Planning

The Task Force heard much about the need for more planning with respect to employment and training, better forecasting systems for labour market needs, improved statistics and data, and better means of communicating labour market information to planners, educators, counsellors, prospective trainees and students.

Following discussions with some government officials, education planners and counsellors for employment and careers, a clear fact emerged: it is very difficult to plan changes to meet the new demands of technology, or to direct young people into these careers, unless there is more and better information on current and future job vacancies. They require more cooperation from the employers regarding information on their business investment and employment plans. They felt it was illogical for employers to complain to educators and government that they could not find enough skilled workers to run their plants when they themselves had not cooperated with the government in telling them what their plans would be for the future.

This, of course, is a difficult situation since private business is hesitant to reveal its investment plans because of competition and other reasons. On the other hand, there is no way for training and education planners and counsellors to provide them with the skilled workers they need without some kind of input from them.

Nearly all the witnesses who touched on this subject agreed that we must create better planning and forecasting techniques. While the great majority were against forcing industries to provide data, including those on job vacancies, they did agree that much more could be done through voluntary cooperation. If business, labour and governments could see that providing more information would help them in the long run, then it was more likely that the needed data would be provided.

In any case, we were cautioned that it was impossible, especially in our free society, to forecast precise needs in the various occupations three to five years in advance—even if we had the best forecasting system available and all the needed information. We could, on the other hand, improve our information and data systems and predict occupational trends more effectively.

The Canada Labour Congress and the National Council on Business Issues made a joint presentation to the Task Force recommending an "Industrial Labour Market Institute". Its purpose would be to plan and administer programs on manpower research, and provide advice on training, counselling, and information dissemination.

The Institute would be financed by governments but would operate as an independent agency.

The Task Force felt that there were many good ideas in this suggestion. It did not, however, believe that it would be useful for such an agency to operate without federal and provincial government involvement. In the chapter under federal-provincial relations, the Task Force has already recommended a National Council of Employment and Training Ministers with a secretariat. It has likewise recommended that this National Council of Ministers meet on a yearly basis with the Labour Market Institute. The Task Force, therefore, makes the following recommendations:

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## RECOMMENDATION

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**163** There should be a National Labour Market Institute made up of representatives from business, labour and education. Appointees would be selected by their national and provincial bodies. The Institute would initially be financed by the Federal Government but would serve as an independent body for research, critical analysis and advice on employment and training policies. There would be a number of federal and provincial government observers in the Institute but they would not have voting powers. There should be provision for the Institute to receive additional funds from provincial governments and private donors. The Institute would be established for a five-year period, subject to evaluation and continuation after that time.



**Among the objectives of the National Labour Market Institute would be:**

- (a) To develop advice and recommendations on federal and provincial manpower programs and policies in keeping with the goals of growth, equity, and stabilization, the needs of employers and employees, and the ability of training systems to meet these needs.
- (b) To provide continuous appraisal and evaluation of federal and provincial manpower programs and their interaction, with a view to avoiding duplication and increasing coordination.
- (c) To encourage firms to undertake manpower planning which will allow them to meet their needs for skilled manpower.
- (d) To examine systems for gathering local labour market information and to recommend improvements in them.
- (e) To suggest ways of improving the collection, interpretation and distribution of current manpower information. The same applies for forecasts of manpower variables to improve planning and decision-making at the national, regional and local levels.
- (f) To determine what data are most important, and what additional information should be obtained, and to recommend which agency or agencies should provide the data.

At the present time, there are manpower needs committees established in most provinces and some are more effective than others. The proposed provincial employment councils would replace the provincial manpower needs committees and would work in close cooperation with the National Council of Employment and Training Ministers, the National Labour Market Institute, and the Community Employment Councils to be discussed in the next section.

## **RECOMMENDATION**

**164** There should be Provincial Employment Councils in every province to assess employment and training needs there and to bring together all levels of government with business, labour and educators.



Throughout Canada there are local or community training committees with different functions, names and effectiveness. Ontario has approximately 61 community industrial training committees; British Columbia has 3 manpower development committees; and Alberta has approximately 34 provincial advisory committees on apprenticeship and trade certification which, in turn, have representation from local advisory committees. Saskatchewan and Manitoba have a number of trade advisory committees; Quebec has a number of centres for professional training and a special joint committee with respect to the aerospace industry, and in the Atlantic provinces there are certain advisory boards and advisory committees, but they are not found in every community or region.

The witnesses and the Task Force believe that there should be advisory or consultative committees or councils in every community or region of the country to better plan and coordinate training and employment programs. Of course, where these or similar bodies already exist, there is no need to replace or duplicate them.

## RECOMMENDATIONS

**165** In every region or community of Canada, there should be Community Employment Councils made up of all levels of government, employers, unions and educational authorities to discuss, plan and coordinate local employment and training needs. Where local community or regional councils already exist, perhaps under another format or name but performing similar functions, they should not be replaced or duplicated.

**166** Firms in the private sector should be encouraged to develop manpower plans covering their requirements for new employees, training of existing personnel, and adaptation to new technologies. This planning process can be aided by CEIC officials and should be integrated into the Canadian Manpower Industrial Training Program and the Critical Trades Skills Training Program. Planning at the level of individual firms should also include their proposals, if any, for obtaining workers through immigration and their plans for meeting the training criteria of the government.

**167** There should be a joint conference of the National Labour Market Institute and the National Council of Employment and Training Ministers at least once a year where they would discuss labour market problems and policies, especially in the area of training, research, planning and counselling, the agenda being prepared by the joint secretariats of the two bodies.

## Forecasting and data requirements

There must be an improved system for collecting and analyzing labour force data and forecasting labour market trends. The data and the forecasting must attempt to reflect national, regional, and local labour force supply and demand trends.

## RECOMMENDATION

**168** In collecting labour market data, there must be more regional consultation on labour market surveys so that the statistical information provided is more helpful to provinces and regional councils for their planning.

There was considerable discussion about the information available on job vacancies. Some witnesses recommended that the Government re-introduce the Job Vacancy Survey which had been in existence several years ago. Others disagreed with this, stating that the Job Vacancy Survey was not very effective and was too expensive, considering the information it provided. Still others recommended the compulsory registration of job vacancies, such as exists in France and other countries, but the majority opposed this. At the present time, only about 20 percent of all job vacancies are registered with Canada Employment Centres. The Task Force felt, however, that more employers would register their vacancies if they had better results from the CEIC in filling vacancies with suitable candidates.

Some job vacancy information is now available to job seekers at the Canada Employment Centres. Many felt that this information, although limited, should be distributed more widely.

## RECOMMENDATIONS

**169** The Canada Employment and Immigration Commission must make a greater effort in convincing employers to register job vacancies with the Canada Employment Centres. This is the only way that the Government can effectively match job seekers with job vacancies. CEIC officials must be more active in meeting employers and trying to understand their needs. Furthermore, the Task Force urges the Commission to improve its referral system so that employers will want to register their job vacancies.

**170** There must be a follow-up system on individuals who have taken training programs under CEIC sponsorship in order to analyze the success of training and employment policies. This is particularly important with respect to targeted sectors where there have been, or will be, shortages.

**171** The Federal Government should compile statistics on Indian unemployment on Reserves and among all other status Indians.

**172** The Federal Government should collect better statistics on nurses, engineers, and members of other trades and professions which are in short supply.

**173** Since an expansion of part-time work has been predicted for the '80s and '90s, there should be improved statistics on part-time employment and those seeking it.

**174** The monthly Labour Force Survey should be coded and reported in greater detail (at the three-digit rather than the two-digit CCDO level) to give a better picture of the year-to-year occupational distribution of employment.

## Information dissemination

Once data are collected and analyzed and forecasting has been completed, there will be a need to disseminate this information across the country to those who can use it for planning and counselling. Witnesses from all over the country stressed this need before the Task Force. Many insisted on a more effective use of computers and information-flow technology. They pointed out, however, that this should not relieve manpower counsellors of doing personal work with those who have a difficult time in obtaining employment and training.

The Task Force recognized that in Canada a large portion of job placement work is done by private agencies and by the employment offices of companies. Not all job vacancies are registered with CEIC centres because, for the most part, the private agencies and the company offices are more successful in obtaining the employees they need. Very often the CEIC is only asked to help place those who are not as well qualified, or those who have greater difficulty because of the other problems.



## RECOMMENDATIONS

**175** In addition to improved forecasting, there must be a better means of disseminating the information obtained to education and training planners and career counsellors.

**176** The Federal Government should set up a computerized national clearing-house or job bank for job vacancies and job seekers. This should be set up to serve the federal and provincial governments and the private sector. It should begin by connecting areas of high labour demand with areas of labour surplus.

**177** The Canada Employment and Immigration Commission has been developing a computerized system (Metropolitan Order Processing System) for processing and linking job vacancy information in metropolitan areas. This system is only available in Vancouver, Ottawa, Toronto, Hamilton and Montreal. Plans should be made to expand it to cover other large urban areas. Plans should also be made to install the system in areas which currently have few job vacancies, but which are likely to expand in the next decade.

**178** The Canada Employment and Immigration Commission has developed a computerized system (CHOICES) for providing information (such as educational and training requirements, hours of work and earnings) as an aid to career choices. The system is available in 40 Canada Employment Centres and is being used for student counselling in some provinces. The Commission should be encouraged to make the system available in many more Canada Employment Centres. All provincial governments should be encouraged to make it, or a similar system, available to students in the secondary-school system.

**179** The Canada Employment and Immigration Commission has developed a computerized system for storing and retrieving information on jobs which cannot be filled locally (National Job Bank). Job seekers in one region of the country can therefore learn about job vacancies in another region. This initiative should be encouraged. The system should also be more widely advertised to job seekers who do not normally use the Canada Employment Centres (for example, in newspapers).

**180** In addition, governments should publicize job vacancies and career possibilities by means of pamphlets, bulletins, radio, television, cable facilities, and community bulletin boards in shopping centres and other heavily populated areas. Governments would benefit from using the electronic media more often and print less often, to reach their target audience.

**181** The CEIC should publish an occupational outlook each January with a five year forecast on career opportunities and this should be distributed to all schools, counsellors and planners throughout the country.

**182** The Federal Government should sponsor seminars for high school career counsellors and other employment counsellors in order to provide them with information on career opportunities, career trends and training programs.

**183** Governments must encourage career counselling at all levels of education so that young and mature students will be able to make sound decisions on their training programs and careers. Governments must make sure that career counsellors are provided with usable up-to-date information.

**184** Employment counsellors and information on employment should help job seekers look for work not only in those occupations in which they have worked or with which they are familiar, but also in other occupations in which their skills are useful. In many cases, they could be encouraged to consider these other occupations.

**185** The proposed National Council of Employment and Training Ministers should provide assistance to provincial and community employment councils in analyzing local employment situations and publish these in a form that will be useful and easily understood by employers, employees and other members of the public in the various communities and regions of Canada.

**186** The Canada Employment and Immigration Commission should change its method of evaluating staff efficiency from one based mainly on quantity (number of clients dealt with) to one based more evenly on quantity and quality.







# The mandate and approach of the Task Force

## The mandate

On April 18, 1980, the Prime Minister announced the formation of parliamentary task forces in the areas of the economy, social affairs, and foreign policy.

Following discussions with the House Leaders of all parties, the President of the Privy Council introduced a motion on May 23, 1980, establishing five parliamentary task forces, including the Task Force on Employment Opportunities.

## The resolution passed by the House stipulated the following:

"That Special Committees of the House, each to be composed of seven Members to be named at a later date, be appointed as follows:

(4) To act as a Parliamentary Task Force on Critical Skills for the '80s to examine and report upon shortages in skilled trades and higher-skill occupations in Canada in view of economic development requirements of the 1980s and to recommend initiatives that the committees see fit, to review existing federal policies and programs intended to deal with skill shortages, and to seek the views of industrial, labour, voluntary, human resource and educational specialists in this matter:

"That the committees shall have all the powers given to Standing Committees by section (8) of Standing Order 65;

"That the committees have the power to retain the services of expert, professional, technical, and clerical staff as may be deemed necessary;

"That the committees, their sub-committees and members of the committees have the power, when the committees deem it necessary, to adjourn or travel from place to place inside and outside Canada and that, when deemed necessary, the required staff accompany the committees, sub-committees or members of the committees, as the case may be;

"That the provisions of sections (4) and (9) of Standing Order 65 be suspended, unless otherwise agreed to by a said committee, in application to the said committee, and;

"That, notwithstanding the usual practices of this House, if the House is not sitting when an interim or final report of the committees is completed, the committees may make the said report public before it is laid before the House, but that, in any case each committee shall report to the House finally no later than December 19, 1980."

## Membership and meetings

Following the establishment of the Task Force, the membership was appointed on June 4, 1980, and the first meeting was held on June 6, 1980. In accordance with the special Order setting up the Task Force, the provisions of sections (4) and (9) of Standing Order 65 were suspended. This meant that membership appointed by the House could only be changed by a formal decision of the Task Force. The purpose of this provision was to give the Task Force a stable and continuing membership in order to develop continuity and expertise in the subject matter.

On July 3, 1980, at the request of the Task Force, the House of Commons changed the official name of the Special Committee to the Task Force on Employment Opportunities for the '80s. This was to better reflect the problems to be studied and the scope of the mandate. On December 9, 1980, the mandate of the Task Force was extended by the House of Commons to June 30, 1981, and on June 12, 1981, the mandate was extended to the first sitting day of the House of Commons following July 31, 1981. These extensions were requested because of the heavy demand from associations and groups to be heard by the Task Force, and the many interruptions caused by other work in the House of Commons.

In establishing the membership of the Task Force, the political parties took care to ensure that it was made up of members from all regions of the country. As a result, two members were appointed from the West, two from Ontario, two from Quebec, and one from Atlantic Canada. There were four Liberals, two Conservatives, and one member of the New Democratic Party. Two of the members were the official Manpower critics for their parties and all the other members had a special interest in Manpower policy. Two Vice-Chairmen were elected—Gilles Marceau, M.P. from Jonquière, Quebec, and Jim Hawkes, M.P. from Calgary West.

Part of the reason for appointing a Parliamentary Task Force to deal with this critical subject was to get the views of parliamentarians elected by the people who were in daily touch with the problems of their constituents, especially those that related to employment, manpower, and training. Their meetings were to be public and they were to hear as many Canadians on the subject as possible. In particular they were to hear employers, employees, unions, business associations, the unemployed, educators, the professions, minority groups, and experts in various fields, to get their views as to the causes of and solutions to these problems.

### The approach

The Task Force set out to examine the current situation in Canada where a paradox exists: high unemployment occurring at the same time as critical shortages of skilled labour. Shortages exist for both skilled blue-collar and white-collar workers and occur even in areas of high unemployment. The Task Force searched to find out why these mismatches between supply and demand or imbalances in the market place exist at the present time. This involved a re-examination of policies relating to training, retraining, mobility and employment creation. During the 1980s it is hoped that the potential labour force of Canada will be better trained and better equipped to fill those jobs as they become available.

In carrying out this mandate it was felt that the Task Force should direct its immediate attention to listening to private sector and community groups rather than becoming yet another academic study organization doing more research on defining problems. The Task Force's goal was to take the Parliament to the people with a view to finding out what they believe is wrong with our present programs, policies and laws and to find out their suggestions regarding what we can do to improve the situation.

The Task Force aimed at examining Canadian manpower training programs, laws and policies by hearing from as many people and groups affected by these programs as possible. This mix included employer groups, employee groups, trade union representatives, educators, guidance counsellors, members of minority groups, unemployed Canadians, women's organizations, trade associations, Inuit, Indian and Métis people, handicapped people, government employees and professional associations. It was felt that, by getting a cross-section of people from all parts of Canada and all walks of life, the Members of Parliament would have a full exposure to all current manpower practices.

During the summer of 1980, the Task Force members finalized plans for conducting public hearings throughout Canada. Subsequently three phases of hearings were held between September 1980 and May of 1981. Advertisements were placed in local newspapers advising the public of the Task Force's mandate and its intention to hold public hearings.\* The Task Force also wrote to organizations throughout Canada advising them of how they might appear or submit briefs.\* As a result, three hundred and forty-two (342) organizations appeared before the Task Force at thirty-three (33) hearings in all ten provinces and the Northwest Territories. For most of the hearings the Task Force divided into two sub-committees to conduct simultaneous hearings in as many communities as possible.

In addition, the Task Force made press releases available to the media across the country, announcing the Task Force's work and where it would appear.\*

The Task Force also wrote to all provincial governments and asked to meet their ministers or officials responsible for manpower training and related subjects.\* In due course, the Task Force and/or its staff met with all provincial governments, their ministers or senior officials.

Before setting out on the public hearings, the members met with officials of the Canada Employment and Immigration Commission and received briefs and testimonies from education experts and representatives of major trade and labour associations in Ottawa. The Task Force also received ninety-two (92) briefs from groups and individuals who did not appear as witnesses.

From time to time, the work of the Task Force was interrupted by other issues of national importance that were before Parliament. The debate on the Constitution of Canada understandably delayed some of the Task Force's public hearings outside of Ottawa.

Our final public forums were a series of briefings with Ministers and senior officials of federal government departments most directly involved in the policy areas of interest to the Task Force. The Task Force not only canvassed national information sources, but some members of the Task Force also visited New York and cities in six European countries in April, 1981, for in-depth discussions on their manpower policies and programs with a view to the applicability of those programs to the Canadian experience. Having already held meetings in Washington, D.C., plans were made for a working group to visit Denver, Colorado. This, however, was cancelled to accommodate the work of Parliament at that time. A list of international consultations appears as an appendix to the report, as do the names of witnesses who appeared at regional and Ottawa public hearings.

To assist in their work, the members engaged Murray Hardie to act as Executive Director for the Task Force. An office for him and for a Director of Research was established in suite 604, 151 Sparks Street in Ottawa for the duration of the Task Force hearings. Through this office all research activities were coordinated, witnesses were contacted and their appearance scheduled, information was provided to interested parties and to the press, and the agendas for international meetings were finalized.

The Task Force members were assisted by a research staff whose function was to gather the needed information from government, private sector, and academic sources; to present material for the members' consideration; and to supplement the information already available and that recorded at public hearings with further research and analysis. Research also provided a thorough review and analysis of the content of the public hearings. These were a major source of information and opinion of the Task Force. This review of the wealth of material provided through public hearings enabled the members of the Task Force to give careful attention to the full range of ideas and opinions expressed by those who appeared before them.

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The Director of Research, Gerald S. Swartz, organized the research activities as follows: Bill Ahamad reviewed papers and evaluations on existing government manpower programs and analyzed the need for better labour market information.

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Victor Bryant reviewed employer hiring practices and policies affecting Native people and examined the potential for employing and training Native Canadians on the large-scale energy projects of the '80s.

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Michel Desrosiers reviewed the operations of the Canada and Quebec manpower centres and assessed how the Canada Employment Centres might better serve workers' needs.

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Dr. David K. Foot produced a comprehensive set of demographic projections for the '80s by age, sex and province. His work included demographic analyses of data on Native people and on immigrants.

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Dr. Chris A. Jecchinis reviewed European manpower practices and experiences, focusing on manpower planning and methods for facilitating adjustment to technological change. He also assessed the potential impact of microelectronic technology on employment opportunities for women.

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Mrs. Yvonne Baum Silcoff reviewed the United States' manpower experience, with special emphasis on projects funded under the Comprehensive Employment and Training Act.

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John Kettle examined sectoral growth trends and projections of demand for labour in the '80s.

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The Library of Parliament Research Branch staff gathered data on selected questions as the need for further information arose, as well as reviewing and synthesizing the evidence presented in public hearings. This work was conducted by Kevin Kerr and Louis-Philippe Longtin under the supervision of Dr. Jean-Aimé Guertin.

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The Committees Branch of Parliament arranged public hearings, including the necessary staff and support functions; made travel and accommodation arrangements when the Task Force travelled outside of the capital; kept and coordinated the printing and distribution of the Minutes of Proceedings and Evidence of the Task Force hearings; and furnished the other services customarily provided to House of Commons committees.

HOUSE OF COMMONS  
CANADA



**TASK FORCE  
EMPLOYMENT OPPORTUNITIES  
FOR THE '80s**

Organizations, groups or individuals who wish to submit a brief or appear, or who wish further information should advise the Task Force at least one week before the date of the hearing in their community, by contacting:

The Chairman  
Employment Opportunities for the '80s  
Suite 604  
La Promenade Building  
151 Sparks Street  
Ottawa, Ontario  
K1P 5E3  
(613) 996-1245

If sufficient response is received, public hearings will be held in St. John's, Newfoundland  
at The Newfoundland Hotel  
at 2:30 p.m. and 7:30 p.m.  
on Monday, September 22, 1980.

Warren Allmand, M.P., Chairman  
Jim Hawkes, M.P., Vice-Chairman  
Gilles Marceau, M.P., Vice-Chairman  
Bruce Lonsdale, M.P.  
John McDermid, M.P.  
David Orlikow, M.P.  
Brian Tobin, M.P.

## Letter to associations, groups and unions within Canada



HOUSE OF COMMONS  
CHAMBRE DES COMMUNES  
CANADA

PARLIAMENTARY TASK FORCE  
EMPLOYMENT OPPORTUNITIES  
FOR THE '80s

GROUPE DE TRAVAIL PARLEMENTAIRE  
LES PERSPECTIVES D'EMPLOI  
POUR LES ANNÉES 80

Dear Sir/Madam:

As you may be aware on May 23, 1980 the House of Commons established the Parliamentary Task Force on Employment Opportunities for the '80s. The Task Force is composed of seven Members of Parliament representing all parties in the House of Commons.

It has been asked to examine and report on shortages in skilled trades and higher-skill occupations in Canada with regard to economic development requirements in the '80s and to examine proposals on how we can ensure that our Canadian work force is trained to fill those shortages. In carrying out its functions the Task Force will be seeking the views of industrial, labour, voluntary, human resource and educational specialists through meetings and public hearings.

It is the intention of the Task Force to conduct public hearings in Ottawa and throughout Canada. Public hearings in Ottawa have taken place in July at which broadly based research-oriented groups and institutes with expertise in this field were invited to participate. In the Fall, a second stage of hearings will take place in various centres across Canada. At that time, the Task Force would be pleased to receive briefs from associations or groups, their affiliates or individuals which have an interest in critical skills employment.

My purpose in writing to you today is to establish contact with you. My suggestion, should you wish to participate in this process or wish further information with regard to the Task Force, is that you establish contact directly with myself or a member of my staff. The most appropriate person on my staff to contact in connection with the Task Force would be Mr. Murray Hardie, the Executive Director. He may be reached by calling (613) 996-1245 in Ottawa.

Yours sincerely,

Warren Allmand, P.C., M.P.,  
Chairman.

## Press release to the media



HOUSE OF COMMONS  
CHAMBRE DES COMMUNES  
CANADA

PARLIAMENTARY TASK FORCE  
EMPLOYMENT OPPORTUNITIES  
FOR THE '80s

GROUPE DE TRAVAIL PARLEMENTAIRE  
LES PERSPECTIVES D'EMPLOI  
POUR LES ANNÉES 80

OTTAWA  
December 23, 1980

FOR IMMEDIATE RELEASE

### Ontario and Quebec public hearings set for Task Force on Employment Opportunities for the '80s

Ottawa, December 20, 1980 – the Parliamentary Task Force on Employment Opportunities for the '80s, has announced its 1981 schedule of public hearings in selected centres in Ontario and Quebec.

The Task Force created May 23rd by the House of Commons consists of seven Members of Parliament representing all three political parties. The Honourable Warren Allmand, M.P., is the Chairman of the Task Force.

It has been asked to examine and report on shortages in skilled trades and higher-skill occupations in Canada with regard to economic development requirements in the 1980s as well as to review proposals to ensure that the Canadian work force is trained to meet the labour needs in the future. In carrying out this function the Task Force has and is continuing to seek the views of industrial, labour, voluntary, human resource and educational specialists.

The 1981 public hearings in Ontario and Quebec are the third phase of hearings to be held by the Task Force. A first phase of public hearings took place in Ottawa in July at which a number of national associations and academic experts were invited to participate.

During the fall a second phase of hearings was held in eight provinces in Canada at which a broad range of groups and associations were heard. The third phase to take place early in the new year will complete the process of provincial hearings.

Associations or individuals interested in participating in this phase of public hearings are requested to submit a brief or a letter of intent in advance of a particular public hearing to allow Members to prepare relevant questions and areas of discussion.

Public announcements have been scheduled to appear in some local newspapers and, additionally to those notices, persons who have expressed an interest in appearing at hearings will be informed individually of time and venue. For most of the hearings the Task Force will split into two panels, allowing the Members to receive representations in as large a number of cities as possible.

While it is preferable that correspondence go to the Executive Director of the Task Force on Employment Opportunities for the '80s, Suite 604, 151 Sparks Street, Ottawa K1P 5E3, it may also be sent directly to the Chairman, a Member of Parliament or Senator at the House of Commons, postage free, for forwarding to the Task Force.

The mandate of the Task Force has recently been extended to June 30, 1981 by Parliament.

The members of the Task Force are:

- The Honourable Warren Allmand, Chairman, (Liberal, Notre-Dame-de-Grâce, Quebec)
- Mr. Jim Hawkes, Vice-Chairman, (PC, Calgary West, Alberta)
- Mr. Gilles Marceau, Vice-Chairman, (Liberal, Jonquière, Quebec)
- Mr. Bruce Lonsdale, (Liberal, Timiskaming, Ontario)
- Mr. John McDermid, (PC, Brampton-Georgetown, Ontario)
- Mr. David Orikow, (NDP, Winnipeg North, Manitoba)
- Mr. Brian Tobin, (Liberal, Humber-Port au Port-St. Barbe, Nfld.)

Reference:

Mr. Murray Hardie  
Executive Director  
Ottawa, Ontario  
(613) 996-1245

## Schedule of public hearings

Monday, January 19, 1981

Sub-Committee A: Windsor  
(9:30 a.m.; 2:00 p.m.)

Sub-Committee B: Kirkland Lake  
(9:30 a.m.; 2:00 p.m.)

Tuesday, January 20, 1981

Sub-Committee A: London  
(9:30 a.m.; 2:00 p.m.)

Sub-Committee B: Sudbury  
(9:30 a.m.; 2:00 p.m.)

Monday, January 26 and Tuesday, January 27, 1981

Whole Committee will sit: Toronto  
(Monday: 9:30 a.m.)

Sub-Committees A & B: Toronto  
(Monday: 2:00 p.m.)  
(Tuesday: 9:30 a.m. & 2:00 p.m.)

Monday, February 2 and Tuesday, February 3, 1981

Monday, whole Committee will sit: Montreal  
(Monday: 9:30 a.m.; 2:00 p.m.)

Tuesday, Sub-Committees A & B:  
(9:30 a.m.; 2:00 p.m.)

Monday, February 9 and Tuesday, February 10, 1981

Whole Committee will sit:  
Quebec City

NOTE: Actual locations to be announced shortly. For further information  
please call (613) 996-1245



## Letter to provincial Ministers of Employment and Education



HOUSE OF COMMONS  
CHAMBRE DES COMMUNES  
CANADA

PARLIAMENTARY TASK FORCE  
EMPLOYMENT OPPORTUNITIES  
FOR THE '80s

GROUPE DE TRAVAIL PARLEMENTAIRE  
LES PERSPECTIVES D'EMPLOI  
POUR LES ANNÉES 80

Dear:

As you may be aware, on May 23, 1980 the House of Commons established the Special Committee on Employment Opportunities for the '80s. The Special Committee, of which I am Chairman, will operate as a Parliamentary Task Force and is comprised of Members of Parliament representing all parties in the House of Commons.

We have been asked to examine and report on shortages of skilled trades and higher-skill occupations in Canada with regard to economic developments in the 1980s and to review proposals that will ensure the Canadian work force is trained to fill manpower shortages in this decade.

In carrying out its mandate, the Task Force is seeking the views of the provinces, industry, labour, voluntary, human resource and educational specialists with regard to this serious problem.

My purpose in writing to you today is twofold. First, I want to assure you that, although by the very nature of this Special Committee areas of joint concern undoubtedly will be brought to our attention, it is not the intention of the Special Committee to encroach on provincial jurisdiction.

Secondly, certain Members of the Special Committee would like to visit with the provincial Ministers or their officials responsible for manpower, trades, training and retraining and technical education during the month of August, wherever possible, to exchange views and learn of provincial suggestions having to do with meeting Canada's manpower requirements throughout the 1980s.

I am enclosing, with this letter, copies of the first issue of the Minutes of Proceedings and Evidence of the Special Committee which you may find of interest. Members of the Committee will be calling shortly in attempt to arrange meetings with yourself or your delegated officials responsible in the previously mentioned areas of jurisdiction.

I look forward to hearing from you and to cooperating with the provinces in this important undertaking.

Yours very truly,

Warren Allmand, P.C., M.P.  
Chairman  
Special Committee on  
Employment Opportunities for the '80s





# Additional staff

The Task Force was fortunate in being able to call upon the skills and dedication of the following individuals who from time to time assisted in its work.

## COMMITTEE CLERKS

Bernard Fournier      Nino A. Travella

## ADMINISTRATIVE STAFF

Pam Charron      Jeannine Dumoulin      Pauline Radakir      Assunta Testa      Louise Tkalec

## RESEARCH

José Aggrey, Guy Beaumier, Randall Chan, Hal Davidson, Gilles Gauthier, Robert Gordon, Lawrence Harris, Nicholas Jackson, Christopher Lawless, Louis-Philippe Longtin, William Neil, Dr. Joel Prager, Tom Wileman

## INTERPRETERS

Carole Adams, Marie-Christine Baudouin, Suzanne Bellemare, Annie Brisset, Bénédicte Brueder, John Campbell, Thérèse Cardis, Lucette Carpentier, Eve Coiré, Raymond Eveleigh, Sandra Fairman, Danielle Finné, Christine Foote, Gérard Gallienne, Jean-Michel Gazet, Marc Gourdeau, Karine Gruselle, Pierre Hallé, Dominique Hudelot, André Laplante, Scott MacDonnell, Michel Mertens, Christine O'Meara, Monique Perrin D'Arloz, Jean-Guy Robichaud, Hélène Rochon, Michèle Rochon, Madeleine Terrien, Yannick Vétillard, Denis Vézina, Linda Wiens, Geneviève Wright

## CONSOLE OPERATORS

Monique Boutin, Hélène Brosseau, Rita Cauchy, Lorraine Charlebois, Claire Cousineau, Morley Craig, Leola Davignon, Suzanne de Szechoe, Joanne Dubé, Gilberte Emond, Norma Gibson, Lucie Guibert, Jeanne Harry, Jean Hoganson, Virginia Honeywell, Fernande Lavallée, Micheline Leblanc, Mary Ann Leblond, Ginette Legault, Patricia Legault, Françoise Plante, Suzanne Proulx, Phyllis Roach, Andrée Roger, Liliane St-Amand, Annietta St-Germain, Audrey Schryer, Joan Turner, Dorothy Wood, Anne Wilson

## RECEPTIONISTS

Laurrette Belanger, Margerite Dagenais, Connie De Witte, Rachel Dozois, Phyllis Paré, Catherine Pilon, Gabrielle Sincennes

## MESSENGERS

Rosa Anderson, Jacques Audette, Guy Bastien, Yvon Beauchamps, Lise Boulay, Jean-Louis Boyer, Gérard Champagne, Linda Charette, Robert Dostie, Denise Francoeur, Guy Foley, Maurice Gendron, Peter Glarvin, Jean-Marc Joubarne, Paul Lafleur, Denis Laframboise, Jean-Louis Lauzon, Claude Lecavalier, Eugène Pagé, Gisèle Paquette, Pearl Perkins, Roger Poulin, Denise Rochon, Gabrielle Stafford, Raymonde Thébierge, Claude Vallée

## ELECTRONICS TECHNICIANS

Alex Barbour, Philippe Beetz, Harold Brandt, James Christoforou, John Enright, Serge Forcier, Tim Gauthier, Herb Gooding, James Mitchell, Gary Newman, John Panfili, Marc Sigouin, Michel Tessier





# Submissions to the Task Force by means of personal appearance

N.B. In the brackets following the name of each witness is the date of appearance and the volume of evidence.

- A**
- Ability Personnel Association, Victoria, B.C. (6-10-80, Vol. 7A)
  - Abitibi Price Corporation Limited, Jonquière, Que. (27-10-80, Vol. 9)
  - Abitibi Price Corporation Limited, Stephenville, Nfld. (24-9-80, Vol. 3A)
  - Abitibi Price (Nfld.) Pulp and Paper Company Limited, Grand Falls, Nfld. (23-9-80, Vol. 2A)
  - Academic Council of British Columbia, Victoria, B.C. (6-10-80, Vol. 7A)
  - Action Travail des Femmes, Montreal, Que. (2-2-81, Vol. 18)
  - Adams, Roy, Department of Industrial Relations, McMaster University, Hamilton, Ont. (23-3-81, Vol. 30)
  - Adler, Louise, President, Adler Associates, Saint John, N.B. (20-10-80, Vol. 8B)
  - Advisory Council on the Status of Women, Moncton, N.B. (21-10-80, Vol. 10A)
  - Advocacy for the Right to be Employed, Montreal, Que. (3-2-81, Vol. 19)
  - Alberta Association of Social Workers, Edmonton, Alta. (9-10-80, Vol. 8A)
  - Alberta Department of Education, Calgary, Alta. (8-10-80, Vol. 7)
  - Alberta Hospital Association, Edmonton, Alta. (9-10-80, Vol. 8A)
  - Alberta Research Council, Edmonton, Alta. (9-10-80, Vol. 8A)
  - Alberta Status of Women Action Committee, Edmonton, Alta. (9-10-80, Vol. 8A)
  - Algonquin College of Applied Arts & Technology, Ottawa, Ont. (6-5-81, Vol. 33)
  - Architects' Association of New Brunswick, Moncton, N.B. (21-10-80, Vol. 10A)
  - Assiniboine Community College, Brandon, Man. (1-10-80, Vol. 6B)
  - Association Canadienne-française de l'Ontario, Sudbury, Ont. (20-1-81, Vol. 12A)
  - Association for Children with Learning Disabilities, Vancouver, B.C. (6-10-80, Vol. 7B)
  - Association d'Éducation du Québec, St. Lambert, Que. (2-2-81, Vol. 21)
  - Association Féminine d'Éducation et d'Action Sociale, Montreal, Que. (3-2-81, Vol. 19)
  - Association of Professional Engineers of British Columbia, Vancouver, B.C. (6-10-80, Vol. 7B)
  - Association of Professional Engineers, Geologists and Geophysicists of Alberta (APEGGA), Edmonton, Alta. (9-10-80, Vol. 8A)
  - Athabasca Tribal Council, Fort McMurray, Alta. (21-5-81, Vol. 35)
  - Atlantic Conference on Learning Disabilities, Halifax, N.S. (23-9-80, Vol. 2B)
- 
- B**
- Bacon, Del, Saskatoon, Sask. (29-9-80, Vol. 4A)
  - Bathurst Chamber of Commerce, Bathurst, N.B. (20-10-80, Vol. 9A)
  - Bathurst and District Labour Council, Bathurst, N.B. (20-10-80, Vol. 9A)
  - Bay St. George Community College, Stephenville, N.B. (24-9-80, Vol. 3A)
  - Biggs, Irene, Brampton, Ont. (27-01-81, Vol. 13B)
  - Blackfoot Action Committee, Calgary, Alta. (8-10-80, Vol. 7)
  - Blind Organization of Ontario with Self-Help Tactics (B.O.O.S.T.) Toronto, Ont. (27-01-81, Vol. 14A)
  - Boyd, Teresa, Sydney, N.S. (24-09-80, Vol. 3B)
  - Brandon Chamber of Commerce, Brandon, Man. (1-10-80, Vol. 6B)
  - Brandon and District Labour Council, Brandon, Man. (1-10-80, Vol. 6B)
  - Brandon University, Brandon, Man. (1-10-80, Vol. 6B)
  - British Columbia Federation of Labour, Vancouver, B.C. (6-10-80, Vol. 7B)
  - British Columbia Health Association, Vancouver, B.C. (6-10-80, Vol. 7B)
  - British Columbia Independent Logging Association, Victoria, B.C. (6-10-80, Vol. 7A)
  - British Columbia Native Women's Society, Kamloops, B.C. (7-10-80, Vol. 8B)
  - British Columbia Students' Federation, Vancouver, B.C. (6-10-80, Vol. 7B)
  - Buckley, Margaret, Saskatoon, Sask. (29-9-80, Vol. 4A)
  - Building and Construction Trades Department, Ottawa, Ont. (1-12-80, Vol. 13)
  - Burrard Yarrows Corporation, Victoria, B.C. (6-10-80, Vol. 7A)
  - Business Council on National Issues, Ottawa, Ont. (6-2-81, Vol. 20)
  - Business and Professional Women's Club of Victoria, Victoria, B.C. (6-10-80, Vol. 7A)

- C** Campbell, Michael, Sydney, N.S. (24-9-80, Vol. 3B)  
 Canadian Advisory Council on the Status of Women, Ottawa, Ont. (12-1-81, Vol. 16)  
 Canadian Association for Adult Education, Toronto, Ont. (8-12-80, Vol. 14)  
 Canadian Association for Co-operative Education, University of Waterloo, Waterloo, Ont. (20-1-81, Vol. 11B)  
 Canadian Association of Data Processing Services Organizations (CADAPSO), Toronto, Ont.  
 (27-1-81, Vol. 14A)  
 Canadian Chamber of Commerce, Toronto, Ont. (17-11-80, Vol. 11)  
 Canadian Construction Association, Ottawa, Ont. (1-12-80, Vol. 13)  
 Canadian Council of the Blind, Victoria, B.C. (6-10-80, Vol. 7A)  
 Canadian Council on Social Development, Ottawa, Ont. (15-12-80, Vol. 15)  
 Canadian Council of Professional Engineers, Ottawa, Ont. (16-2-81, Vol. 23)  
 Canadian Federation of Deans of Management and Administrative Studies, Ottawa, Ont. (2-3-81, Vol. 25)  
 Canadian Federation of Independent Business, Ottawa, Ont. (9-7-80, Vol. 3)  
 Canadian Hospital Association, Ottawa, Ont. (15-12-80, Vol. 15)  
 Canadian Information Processing Society (CIPS), Toronto, Ont. (27-1-81, Vol. 14A)  
 Canadian Institute of Marine Engineers, Ottawa, Ont. (27-1-81, Vol. 13A)  
 Canadian Institute of Food Science and Technology (CIPST), Edmonton, Alta. (9-10-80, Vol. 8A)  
 Canadian Institute of Food Science and Technology (CIPST), New Brunswick Section, Moncton, N.B.  
 (21-10-80, Vol. 10A)  
 Canadian Labour Congress, Ottawa, Ont. (7-7-80, Vol. 2, 6-2-81, Vol. 20)  
 Canadian Manufacturers' Association, Toronto, Ont. (2-7-80, Vol. 1)  
 Canadian Manufacturers' Association, Manitoba Branch, Winnipeg, Man. (30-9-80, Vol. 5B)  
 Canadian National Institute for the Blind, Brandon, Man. (1-10-80, Vol. 6B)  
 Canadian National Institute for the Blind, British Columbia and Yukon Division, Victoria, B.C.  
 (6-10-80, Vol. 7A)  
 Canadian Nurses' Association, Ottawa, Ont. (20-2-81, Vol. 24)  
 Canadian Petroleum Association, Calgary, Alta. (8-10-80, Vol. 7)  
 Canadian Pulp and Paper Association, Montreal, Que. (3-2-81, Vol. 19)  
 Canadian School of Management, Toronto, Ont. (26-1-81, Vol. 13A)  
 Canadian School Trustees' Association, Ottawa, Ont. (27-3-81, Vol. 31)  
 Canadian Teachers' Federation, Toronto, Ont. (24-11-80, Vol. 12)  
 Canadian Textiles Institute, Montreal, Que. (2-2-81, Vol. 18)  
 Canadian Tooling Manufacturers Association, Windsor, Ont. (6-3-81, Vol. 26)  
 Canadian Vocational Association, Vancouver, B.C. (6-10-80, Vol. 7B)  
 Cape Breton Business College, Cape Breton, N.S. (24-9-80, Vol. 3B)  
 Cape Breton School Counsellors' Association, Cape Breton, N.S. (24-9-80, Vol. 3B)  
 Cape Breton Vocational High School, Cape Breton, N.S. (24-9-80, Vol. 3B)  
 Cariboo College, Kamloops, B.C. (7-10-80, Vol. 8B)  
 Carleton University, School of Social Work, Ottawa, Ont. (17-11-80, Vol. 11)  
 Carney, Janet, Halifax, N.S. (23-9-80, Vol. 2B)  
 Collège d'Enseignement Général & Professionnel, Jonquière, Que. (28-10-80, Vol. 9)  
 Central Lakeshore YMCA, Toronto, Ont. (27-1-81, Vol. 14A)  
 Central Newfoundland Status of Women Council, Grand Falls, Nfld. (23-9-80, Vol. 2A)  
 Centre Étape Inc., Quebec City, Que. (9-2-81, Vol. 21)  
 Chaleur Regional Industrial Commission, Bathurst, N.B. (20-10-80, Vol. 9A)  
 Chamber of Commerce for Jonquière, Jonquière, Que. (28-10-80, Vol. 9)  
 Chauveau Regional School Board, Quebec City, Que. (10-2-81, Vol. 21)  
 Citizen Action Group, Hamilton, Ont. (23-3-81, Vol. 30)  
 City of Bathurst, Bathurst, N.B. (20-10-80, Vol. 9A)  
 City of Charlottetown, Charlottetown, P.E.I. (22-9-80, Vol. 1B)  
 City of Fort McMurray, Fort McMurray, Alta. (21-5-81, Vol. 35)  
 City of Fredericton, Fredericton, N.B. (21-10-80, Vol. 9B)  
 City of Halifax, Social Planning Department, Halifax, N.S. (23-9-80, Vol. 2B)  
 City of London, London, Ont. (20-1-81, Vol. 11B)  
 City of Prince Albert, Prince Albert, Sask. (30-9-80, Vol. 5A)  
 City of Saint John, Saint John, N.B. (20-10-80, Vol. 8B)  
 City of Sydney, Sydney, N.S. (24-9-80, Vol. 3B)  
 City of Thompson, Thompson, Man. (1-10-80, Vol. 6A)  
 City of Thunder Bay, Thunder Bay, Ont. (19-5-81, Vol. 14B)  
 City of Windsor, Windsor, Ont. (19-1-81, Vol. 10B)  
 City of Yellowknife, Yellowknife, N.W.T. (22-5-81, Vol. 36)  
 Coalition of Provincial Organizations of the Handicapped, Winnipeg, Man. (30-9-80, Vol. 5B)  
 Coalition Supportive Services, Halifax, N.S. (23-9-80, Vol. 2B)  
 College of Cape Breton, Cape Breton, N.S. (24-9-80, Vol. 3B)  
 College of Cape Breton, Continuing Education, Cape Breton, N.S. (24-9-80, Vol. 3B)  
 Commission de Formation Professionnelle, Quebec City, Que. (9-2-81, Vol. 21)

- Committee for Aerospace Manpower Assessment in Quebec, (CAMAQ) Montreal, Que. (2-2-81, Vol. 18)  
 Community Education and Development Association, Winnipeg, Man. (30-9-80, Vol. 5B)  
 Community Employment Services of Alberta, Edmonton, Alta. (9-10-80, Vol. 8A)  
 Community Employment Strategy Association of Port au Port, Stephenville, Nfld. (24-9-80, Vol. 3A)  
 Confederation College of Applied Arts and Technology, Thunder Bay, Ont. (19-5-81, Vol. 14B)  
 Confederation College of Native Programs Development, Thunder Bay, Ont. (19-5-81, Vol. 14B)  
 Confederation of National Trade Unions, Montreal, Que. (16-3-81, Vol. 29)  
 Conseil régional d'aménagement du Nord (CRAN), Bathurst, N.B. (20-10-80, Vol. 9A)  
 Conseil régional de la Fédération des femmes du Québec, Jonquière, Que. (28-10-80, Vol. 9)  
 Conseil régional de développement Saguenay-Lac St-Jean, Chibougamau, Jonquière, Que. (28-10-80, Vol. 9)  
 Construction Association of New Brunswick, Fredericton, N.B. (20-10-80, Vol. 9B)  
 Construction Association of Prince Edward Island, Charlottetown, P.E.I. (22-9-80, Vol. 1B)  
 Construction and General Workers Training Trust Fund, Local 1111, Saskatoon, Sask. (29-9-80, Vol. 4A)  
 Corporation of the Town of Kirkland Lake, Kirkland Lake, Ont. (19-1-81, Vol. 11A)  
 Corporation Professionnelle des Conseillers en Orientation du Québec, Montreal, Que. (3-2-81, Vol. 19)  
 Cook, Grant B., Toronto, Ont. (27-1-81, Vol. 14A)  
 Council of Canadian Universities Chemistry Chairmen, Windsor, Ont. (19-1-81, Vol. 10B)  
 Cousineau, Jean-Michel, Dr., Montreal, Que. (23-7-80, Vol. 6)  
 Cowan, Jay, Churchill, Man. (1-10-80, Vol. 6A)

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- D** Dakota Ojibway Tribal Council, Brandon, Man. (1-10-80, Vol. 6B)  
 Dartmouth Department of Social Services, Dartmouth, N.S. (23-9-80, Vol. 2B)  
 Davie Shipbuilding, Quebec City, Que. (9-2-81, Vol. 21)  
 Dene Nation, Yellowknife, N.W.T. (22-5-81, Vol. 36)  
 District Vocational School, Grand Falls, Nfld. (23-9-80, Vol. 2A)  
 Dofasco Incorporated, Hamilton, Ont. (23-3-81, Vol. 31)  
 Dome Petroleum, Calgary, Alta. (22-5-81, Vol. 36)

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- E** École de Technologie Supérieure, Montreal, Que. (14-5-81, Vol. 34)  
 Economic Council of Canada, Ottawa, Ont. (14-7-80, Vol. 4)  
 Employers' Council of British Columbia, Vancouver, B.C. (6-10-80, Vol. 7B)  
 Erectoweld Pipe Fabrication and Welding, Oakville, Ont. (27-1-81, Vol. 13B)  
 Executives Available, Montreal, Que. (10-2-81, Vol. 21)

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- F** Facer, Leslie C., Parksville, B.C. (6-10-80, Vol. 7A)  
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- G** General Motors of Canada Limited, Windsor, Ont. (19-1-81, Vol. 10B)  
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- H** Halifax Board of Trade, Military Affairs Committee, Halifax, N.S. (23-9-80, Vol. 2B)  
 Hamilton Industrial Training Advisory Committee, Hamilton, Ont. (23-3-81, Vol. 30)  
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 Hodder, Jim, M.H.A. (Port au Port), Stephenville, Nfld. (24-9-80, Vol. 3A)  
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- I** Inco Metals Company, Sudbury, Ont. (20-01-81, Vol. 12A)  
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 Industrial Resource Centre, Windsor, Ont. (19-1-81, Vol. 10B)  
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 Institute for the Development of Native Government, Prince Albert, Sask. (30-9-80, Vol. 5A)  
 International Association of Machinists and Aerospace Workers, Ottawa, Ont. (13-3-81, Vol. 28)  
 International Brotherhood of Boilermakers, Calgary, Alta. (8-10-80, Vol. 7)  
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- J** Jackson, Wayne, Brandon, Man. (1-10-80, Vol. 6B)
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- K** Keewatin Tribal Council, Thompson, Man. (1-10-80, Vol. 6A)  
 Keyano College, Fort McMurray, Alta. (21-5-81, Vol. 35)  
 Kinnaird, Robert, Employment and Immigration Canada, Ottawa, Ont. (6-11-80, Vol. 10)  
 Klein, James, Dr., Regina, Sask. (29-9-80, Vol. 4B)
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- L** LaRusic, Bernie, Sydney, N.S. (24-9-80, Vol. 3B)  
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- M** McAskill, Joseph, Charlottetown, P.E.I. (22-9-80, Vol. 1B)  
 McCallum, Bob, Brandon, Man. (1-10-80, Vol. 6B)  
 McFarlane, Bruce, Greenbelt Systems Ltd., Saint John, N.B. (20-10-80, Vol. 8B)  
 McGill University, Montreal, Que. (2-2-81, Vol. 18)  
 McMurray Independent Oil Workers, Fort McMurray, Alta. (21-5-81, Vol. 35)  
 MacLeod, James M., Charlottetown, P.E.I. (22-9-80, Vol. 1B)  
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 Munn, Wendel, Charlottetown, P.E.I. (22-9-80, Vol. 1B)  
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- N** National Action Committee on the Status of Women, Toronto, Ont. (9-3-80, Vol. 27)  
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- New Brunswick Association of Registered Nurses, Fredericton, N.B. (21-10-80, Vol. 9B)  
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- O** Ontario Committee on the Status of Women, Toronto, Ont. (27-1-81, Vol. 14A)  
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- P** Pacific Vocational Institute, Vancouver, B.C. (6-10-80, Vol. 7B)  
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- R** Red Pheasant Band, Cando, Sask. (29-9-80, Vol. 4B)  
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- S** Saint John Construction Association, Saint John, N.B. (20-10-80, Vol. 8B)  
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- T** Thompson Crisis Centre, Thompson, Man. (1-10-80, Vol. 6A)  
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- U** Union of Manitoba Municipalities, Brandon, Man. (1-10-80, Vol. 6B)  
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 Union of Nova Scotia Indians, Truro, N.S. (21-10-80, Vol. 10A)  
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- V** Vancouver Island Building and Construction Trades Council, Victoria, B.C. (6-10-80, Vol. 7A)  
 Victoria Labour Council, Victoria, B.C. (6-10-80, Vol. 7A)
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- W** Windsor Chamber of Commerce, Community Industrial Training Committee, Windsor, Ont. (19-1-81, Vol. 10B)  
 Winnipeg Education Centre, Winnipeg, Man. (30-9-80, Vol. 5B)  
 Women in Action, Sudbury Women's Centre, Sudbury, Ont. (20-1-81, Vol. 12A)  
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- Y** YWCA—Calgary, Calgary, Alta. (8-10-80, Vol. 7)  
 York University, Toronto, Ont. (26-1-81, Vol. 17)

# Written submissions by those who did not appear at public hearings

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- A**
- Air Industries Association of Canada, Ottawa, Ontario
  - Alberta Committee of Action Groups of the Disabled, Edmonton, Alberta
  - Alberta Council on Aging, Edmonton, Alberta
  - Amalgamated Clothing & Textile Workers Union (ACTWU), Don Mills, Ontario
  - A.R. Menzies & Sons Limited, Fredericton, New Brunswick
  - Association of Chefs de Cuisine, Windsor, Ontario
  - Association des Manufacturiers de Bois de Sciege du Québec, Quebec City, Quebec
  - Association of the Faculties of Agriculture in Canada, Guelph, Ontario
  - Association of Iroquois & Allied Indians, Toronto, Ontario
  - Association of Registered Nurses of Newfoundland, St. John's, Newfoundland
  - Association of Universities and Colleges of Canada, Ottawa, Ontario
  - Atlantic Provinces Chamber of Commerce, Moncton, New Brunswick
- 
- B**
- Bishop, E.R., Wolfville, Nova Scotia
  - Bridging the Gap, Toronto, Ontario
  - British Columbia Health Association, Vancouver, British Columbia
  - British Columbia Institute of Technology, Burnaby, British Columbia
  - British Columbia Ministry of Education, Richmond, British Columbia
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- C**
- Canadian Association for Co-operative Education, St. John's, Newfoundland
  - Canadian Association of University Schools of Nursing, Montreal, Quebec
  - Canadian Congress on Learning Opportunities for Women, Regina, Saskatchewan
  - Canadian Council of the Blind, London, Ontario
  - Canadian Council of Engineering Technicians and Technologists, Ottawa, Ontario
  - Canadian Council of Rehabilitation Workshops, Toronto, Ontario
  - Canadian Federation of Business and Professional Women's Club, Edmonton, Alberta
  - Canadian Foundry Association, Orillia, Ontario
  - Canadian Institute of Steel Construction, Willowdale, Ontario
  - Canadian National Express, Charlottetown, Prince Edward Island
  - Canadian Organization of Small Business, Edmonton, Alberta
  - Canadian Restaurant and Foodservices Association, Toronto, Ontario
  - Canadian School of Management, Toronto, Ontario
  - Certified General Accountants' Association of the Northwest Territories, Yellowknife, N.W.T.
  - Choquette, Louis, Saint-Constant, (Laprairie) Quebec
  - City of Calgary, Calgary, Alberta
  - City of London, Board of Education, London, Ontario
  - Clément, René, Saint-Hubert, Quebec
  - Coldwater Indian Reserve, Coldwater Band, Merritt, British Columbia
  - Communauté Urbaine de Montréal, Montreal, Quebec
  - Conseil Régional de Développement de l'Est du Québec, Rimouski, Quebec
  - Construction Industry Development Council, Ottawa, Ontario
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- D**
- DeRose, Ida May, Toronto, Ontario
  - Draper, Patrick M., Consecon, Ontario
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- E**
- E.T. Pearson & Associates Limited, Montreal, Quebec
  - Educational Technology Programme, Concordia University, Montreal, Quebec
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- F**
- Federated Women's Institutes of Canada, Ottawa, Ontario
  - Fisheries Association of British Columbia, Vancouver, British Columbia
  - Four Nations Confederacy Incorporated, Winnipeg, Manitoba
  - Frank Auf de Maur & Associates, Montreal, Quebec
  - Freeman, J.B., Manager, Indian and Northern Affairs Canada, Regina, Saskatchewan
  - Frontier College, Toronto, Ontario
  - Forshaw, J.A., Quinte Secondary School, Belleville, Ontario

- G** Grocery Products Manufacturers of Canada, Ottawa, Ontario  
 Gourlay, Laurie, Gabriola Island, British Columbia  
 Government of Manitoba, Department of Economic Development and Tourism, Education, Labour and Manpower, Winnipeg, Manitoba  
 Government of New Brunswick, Department of Continuing Education, Fredericton, New Brunswick  
 Government of Saskatchewan, Minister of Education and Continuing Education, Regina, Saskatchewan  
 Government of Saskatchewan, Minister of Labour, Regina, Saskatchewan  
 Government of Yukon, Manpower and Labour Branch, Whitehorse, Yukon  
 Gulf Canada Limited, Toronto, Ontario
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- H** Harrison, Joan M., Toronto, Ontario  
 Hennessy, R., Ottawa, Ontario  
 Hickling-Johnston Limited, Calgary, Alberta  
 Hicks, Kevin, Port Elgin, New Brunswick  
 Horn, John, Mill Bay, British Columbia
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- I** Indian Consulting Group Limited, Vancouver, British Columbia  
 Indian and Northern Affairs Canada, Regina, Saskatchewan
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- J** James, Ruth, Saskatoon, Saskatchewan
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- K** Kellerman, John, Toronto, Ontario
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- L** Labourers' International Union of North America, Willowdale, Ontario  
 Leon, Jerome, Kamloops, British Columbia
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- M** M.T.R. Sales, Vancouver, British Columbia  
 Maritime Forest Ranger School, Fredericton, New Brunswick  
 Métis Association of the Northwest Territories, Yellowknife, N.W.T.
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- N** National Affiliation for Literacy Advance, Halifax, Nova Scotia  
 National Secretaries Association, Ottawa, Ontario  
 Natonom Community College, Prince Albert, Saskatchewan  
 Native Project Society, Regina, Saskatchewan  
 Navail, Josef, London, Ontario  
 New Brunswick Community College, Saint John, New Brunswick  
 Newfoundland Hospital Association, St. John's, Newfoundland  
 Newfoundland and Labrador Women's Institute, St. John's, Newfoundland  
 North Shore Women's Centre, North Vancouver, British Columbia  
 Nova Scotia School Counsellors Association, Truro, Nova Scotia
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- O** O'Donnell, W.T., Tillsonburg, Ontario  
 Oilfield Contractors Association, Edmonton, Alberta  
 Ontario Association of Certified Engineering Technicians and Technologists, Toronto, Ontario  
 Ontario Confederation of University Faculty Associations, Toronto, Ontario  
 Ontario Status of Women Council, Toronto, Ontario
- 
- P** P.E.I. Advisory Council on the Status of Women, Charlottetown, Prince Edward Island  
 Philp, John H., Courtenay, British Columbia  
 Philip, L. Dr., Montreal, Quebec  
 Prisoners' Rights Group, Burnaby, British Columbia  
 Productivity Services, Dartmouth, Nova Scotia
- 
- R** Red Deer Status of Women Action Committee, Red Deer, Alberta  
 Regan, Ross H., North Vancouver, British Columbia  
 Regina Chamber of Commerce, Regina, Saskatchewan  
 Regina Plains Community College, Regina, Saskatchewan  
 Rigo, Alfred, Milton, Ontario
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- S** St. Clair College of Applied Arts & Technology, Windsor, Ontario  
 Ste. Anne Nackawic Pulp & Paper Company Limited, Nackawic, New Brunswick  
 Sands, Hildergarth Mrs., Scarborough, Ontario  
 Sargent, M. J. Mrs., London, Ontario  
 Saskatchewan Region Community College, Saskatoon, Saskatchewan  
 Saskatchewan Registered Nurses Association, Regina, Saskatchewan  
 Schmutz, Carmen, Windsor, Ontario  
 Simon Fraser University, Burnaby, British Columbia  
 Social Planning & Review Council, Vancouver, British Columbia  
 Society of Engineering Technologists of the Province of B.C., Burnaby, British Columbia

**T** Takla Lake Band, Takla Landing, British Columbia  
Tanners Association of Canada, Kleinburg, Ontario

**U** Union of British Columbia Indian Chiefs, Vancouver, British Columbia  
Union of Ontario Indians, Toronto, Ontario

**W** Weber, Milton, Vancouver, British Columbia  
Welch, Edwin, Ottawa, Ontario  
Whitehorse Chamber of Commerce, Whitehorse, Yukon  
Wildman, Margaret, Montreal, Quebec  
William, Thomas, Duncan, British Columbia  
Winnipeg Chamber of Commerce, Winnipeg, Manitoba



# Testimony from federal government departments

## DEPARTMENT OF NATIONAL DEFENCE MAY 26, 1981 — VOL. 37

Lieutenant-General H. A. Carswell	Assistant Deputy Minister, Personnel
Rear Admiral R. D. Yanow	Chief, Personnel Development
Brigadier-General J. B. Peart	Director-General, Recruiting, Education & Training
Colonel J. D. McLaws	Director, Recruiting Services
Mr. J. W. Smallwood	Director, Civilian Training & Development
Lieutenant-Colonel B. L. Castledine	Acting Director, Individual Training
Major P. B. Nelson	Second Career Assistance Network Accreditation Co-ordinator

## INDIAN AND NORTHERN AFFAIRS MAY 26, 1981 — VOL. 37

Mr. John Tait	Assistant Deputy Minister, Corporate Policy
Mr. Denis Chatain	Director General, Economic & Social Development, Indian Affairs Program
Mr. Ernest Hobbs	Director, Economic Development & Employment, Indian Affairs Program
Mr. Alan Simpson	Head, Career Development Section,— Education Branch, Indian Affairs Program
Mr. W. J. H. Musgrove	Senior Executive Assistant to the Assistant Deputy Minister, Northern Program

## DEPARTMENT OF FINANCE CANADA MAY 26, 1981 — VOL. 37

Mr. A. S. Rubinoff	Senior Assistant Deputy Minister
Mr. C. Scott Clark	Director, Long Range & Structural Analysis Division
Mr. T. C. Morris	Assistant Director, Tax Policy Legislation Division
Mr. Daniel McIntosh	Tax Policy Officer, Tax Policy
Mr. A. D. Boyd	Chief, Manpower & Employment Programs Social Policy Division
Mr. R. D. Smith	Social & Manpower Policy Analyst Social Policy Division

**SCIENCE AND TECHNOLOGY CANADA** MAY 26, 1981 — VOL. 37

Mr. Wolfgang Illing	Director General, University Branch
Mr. Robert Patterson	Policy Adviser, University Branch

**STATISTICS CANADA** MAY 28, 1981 — VOL. 38

Mr. Brian Salley	Director General, Operations Economic Statistics Field
Mr. Bruce Petrie	Director General, Operations Social Statistics Field
Mr. Geoffrey Holmes	Director, Education Division
Mr. Ian Macredie	Chief, Labour Force Survey Analysis
Dr. Zoltan Zsigmond	Chief, Projection Section, Education, Science and Culture Division

**INDUSTRY, TRADE AND COMMERCE** MAY 28, 1981 — VOL. 38

Mr. Craig Oliver	Senior Director General, Industry and Commerce Development
Mr. Dale Orr	Director, Microeconomic Analysis Branch
Mr. Carl Wenaas	Senior Analyst, Microeconomic Analysis Branch

**SECRETARY OF STATE** MAY 28, 1981 — VOL. 38

Mrs. Huguette Labelle	Under Secretary of State
Mr. G. T. Rayner	Senior Assistant Under Secretary
Mr. Jean-Pierre Mongeau	Policy Advisor, Office of the Secretary of State
Mr. M. Spalding	Director—Program Coordination
Mr. Claude Passy	Director—Student Assistance
Mr. J. Holmes	Special Advisor—Education

**EMPLOYMENT AND IMMIGRATION CANADA** MAY 29, 1981 — VOL. 39

Hon. Lloyd Axworthy	Minister, Employment & Immigration
Mr. J. D. Love	Deputy Minister
Mr. David Dodge	Executive Co-ordinator, Labour Market Task Force
Mr. G. S. Conger	Executive Director, Employment & Insurance Group
Mr. S. M. Gershberg	Executive Co-ordinator, Unemployment Insurance Review Board

**TREASURY BOARD** JUNE 1, 1981 — VOL. 40

Mr. J. W. Quinn	Assistant Secretary, General Personnel Management Division
Mr. George Roper	Director, Training and Development Human Resources Group
Mr. Ray Smith	Senior Officer, Training and Development, Human Resources Group
Ms. Louise Desjardins	Former Manager, Equal Opportunities for Women Program

**EMPLOYMENT AND IMMIGRATION CANADA JUNE 2, 1981—VOL. 41**

Hon. Lloyd Axworthy  
Mr. J. D. Love  
Mr. Peter Miles  
Ms. Olivia Jacobs  
Mr. G. S. Conger  
Mr. Duncan R. Campbell

Minister, Employment & Immigration  
Deputy Minister  
Co-ordinator Labour Market Task Force  
Co-ordinator Labour Market Task Force  
Executive Director, Employment & Insurance Group  
Executive Director, Labour Market Development



# **Consultations with provincial governments**

## **ST. JOHN'S, NEWFOUNDLAND** SEPTEMBER 10, 1980

Government of Newfoundland

Ministry of Labour and Manpower

Mr. R. K. Langdon  
Assistant Deputy Minister, Manpower

## **CHARLOTTETOWN, PRINCE EDWARD ISLAND** SEPTEMBER 11, 1980

Government of Prince Edward Island

Ministry of Labour

Honourable Pat Binns, Acting Minister  
Mr. L. W. Brammer, Deputy Minister

## **FREDERICTON, NEW BRUNSWICK** SEPTEMBER 12, 1980

Government of New Brunswick

Ministry of Labour and Manpower

Honourable Mabel Deware, Minister  
Mr. D. S. Stanley, Deputy Minister  
Mr. Harth North, Director, Labour Market Services

## **HALIFAX, NOVA SCOTIA** SEPTEMBER 12, 1980

Government of Nova Scotia

Ministry of Education

Mr. G. J. McCarthy, Deputy Minister

## **REGINA, SASKATCHEWAN** SEPTEMBER 12, 1980

Government of Saskatchewan

Ministry of Education, Continuing Education,  
Culture and Youth

Honourable Douglas McArthur, Minister  
Mr. Peter Glynn, Executive Director  
Planning and Programs

Ministry of Labour

Honourable Gordon Snyder, Minister  
Mr. Don MacMillan, Deputy Minister  
Mr. Ken Alecxe, Senior Manpower Planning Officer

---

**WINNIPEG, MANITOBA** SEPTEMBER 18, 1980

Government of Manitoba

Ministry of Labour and Manpower

Mr. Orville Buffie  
Assistant Deputy Minister, Manpower Division

Mr. Dave McCulloch, Director,  
Training and Development Branch

Mr. Jim Nykoluk, Director, Research Branch

Ministry of Economic Development

Mr. Ian Blicq, Assistant Deputy Minister,  
Program Development and Technical Services

Mr. George Hayes, Assistant Deputy Minister,  
Business Development

Ministry of Education

Mr. Peter Penner, Director,  
Programs and Colleges Division

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**TORONTO, ONTARIO** SEPTEMBER 19, 1980

Government of Ontario

Ministry of Labour

Mr. R. D. Pollock, Chairman  
Ontario Manpower Commission

Ministry of Colleges and Universities

Mr. T. P. Adams, Assistant Deputy Minister  
Manpower and College Education

Mr. H. T. Beggs, Director, Apprenticeships

Mr. E. L. Kerridge, Director, Manpower Training

Mr. Hubert St. Onge, Manager,  
Training Co-ordinating

Canadian Employment and  
Immigration Commission

Mr. Jack Boyd, Executive Director  
Ontario Region

Mr. Eric Ferguson  
Federal-Provincial Relations Co-ordinator

Mr. William Fox, Director General  
Labour Market and Benefit Programs

---

**VICTORIA, BRITISH COLUMBIA** OCTOBER 6, 1980

Government of British Columbia

Ministry of Labour

Mr. R. S. Plecas, Executive Director  
Planning and Policy Development

Mr. Claude Heywood  
Construction Industry Co-ordinator

Mr. R. J. Gray, Assistant Deputy Minister

**EDMONTON, ALBERTA** OCTOBER 10, 1980

Government of Alberta

Ministry of Advanced Education and Manpower

Dr. Earl Mansfield, Assistant Deputy Minister  
Manpower

Mr. R. Harold Watson, Apprenticeship Director  
Apprenticeship and Trade Certificate Branch

Mr. J. A. Corneil, Executive Director  
Employment Development

Mr. David Chabillon, Executive Director  
Career Development Manpower Services

Ministry of Education

Mr. William T. Worbets, Associate Director  
Field Studies Branch

Dr. S. Kashuba, Business Education Consultant  
for the Edmonton Regional Office

Mr. M. Shykora, Industrial Education Consultant  
for the Edmonton Regional Office

Mr. T. Mott, Supervisor Guidance and Counselling

Mr. A. A. Day, Education Consultant

Mr. Nick Krischanowsky, Senior Intergovernmental  
Official, Ministry of Federal and Intergovernmental  
Affairs

**MONTREAL, QUEBEC** FEBRUARY 3, 1981

Government of Quebec

Commission d'étude sur la formation des adultes

Ms. Michèle Jean, Chairman

**EDMONTON, ALBERTA** MAY 20, 1981

Government of Alberta

Ministry of Advanced Education and Manpower

Honourable James Horsman, Minister

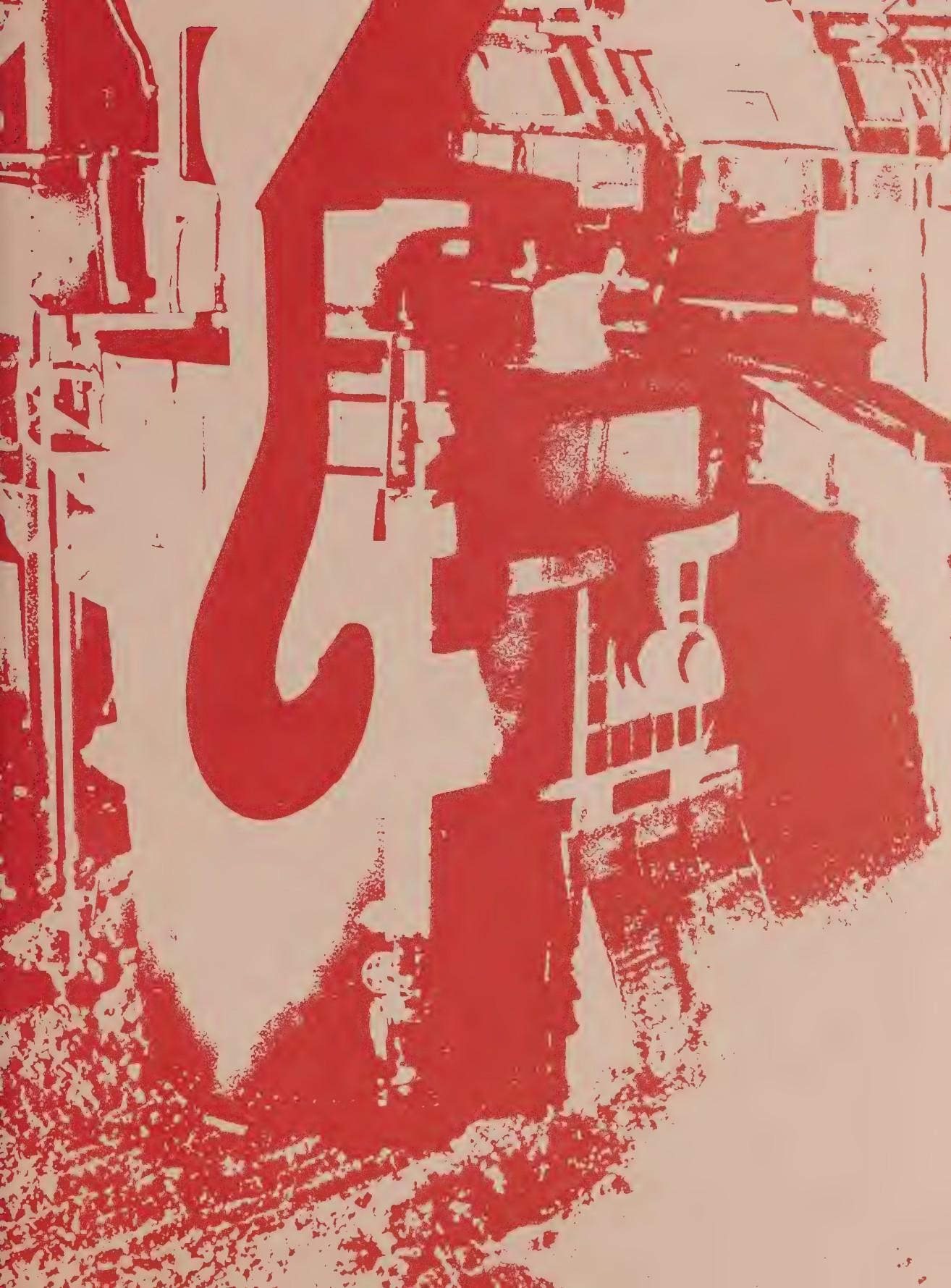
Mr. Randy Fischer, Executive Assistant to Minister

Dr. Henry Kolesar, Deputy Minister

Dr. Earl Mansfield, Assistant Deputy Minister  
Manpower

Mr. James Corneil, Executive Director  
Employment Development

Mr. Nick Krischanowsky, Senior Intergovernmental  
Official, Ministry of Federal and Intergovernmental  
Affairs



# VII

# Experts who contributed to international briefings

## WASHINGTON, D.C. SEPTEMBER 2-3, 1980

AFL-CIO Human Resources Development Institute	Kevin Fry, Information Specialist
U.S. Department of Labor	Robert Jones, Director, Office of Management Assistance Employment & Training Administration
National Association of Counties	Jon Weintraub, Associate Director
House of Representatives Committee on Education & Labor	Susan Grayson, Staff Director
National Governors' Association	Joan Wills, Director, Employment & Vocational Training Programs

## NEW YORK, N.Y. APRIL 12-15, 1981

Work in America Institute	Gerry Rosow, President  Robert Zager, Vice President  Dr. Michael Rosow, Director, Education & Training  Matthew Radom, Senior Consultant
U.S. Department of Labor	Gale Jeby, Executive Assistant Employment & Training Administrator
Dr. Eli Ginzberg	Director, Conservation of Human Resources Columbia University
Dr. Beatrice G. Reubens	Senior Research Associate Conservation of Human Resources Columbia University
Community Development Opportunities Industrialization Centre	James Lytle, Director
National Congress for Neighborhood Women	Jane Silver
Federation Employment & Guidance Service	Bernice Sherman, Deputy Associate Executive Director and Gail Magaliff, Assistant Executive Director

## NUREMBERG, FEDERAL REPUBLIC OF GERMANY APRIL 27-29, 1981

Federal Employment Institute	Dr. Josef Stingl, President  Helmut Minta, Vice President and senior official  Paul Schaffler, Counsellor
Canadian Embassy Employment & Immigration	

## **STOCKHOLM, SWEDEN APRIL 27-28, 1981**

Canadian Ambassador to Sweden	André Couvrette
Canadian Embassy Employment & Immigration	Ivan Timonin, Counsellor
Ministry of Education	Sven-Ake Johansson, Director Hans-Erik Ostlund, Lars Ekholm, Ann-Sofi Lindenbaum
Labour Market Board	Bertil Rehnberg, Director General Alex Spendrup, Berit Rollén, Ingrid Jonshagen
Standing Committee on Labour Riksdag	Anna-Greta Leijon, Alf Wennerfors, Eva Winter, Björn Eliasson, Sonja Rembo
Representatives of Labour and Employer Groups	Stellan Artin, SAF Employers Confederation Anders Backstrom, LO-Trade Union Confederation Lars-Gunnar Lindelius, TCO-Salarieil Employees
Institute of Social Research	Professor Gosta Rehn
Ministry of Labour	Bengt Lida

## **PARIS, FRANCE APRIL 29, 1981**

Canadian Embassy	Hélène Lafourture, First Secretary
l'Association Nationale pour la formation professionnelle (AFPA)	Didier Jeanperrin
Agence National pour l'Emploi	Jacques Baudoin, Directeur général Jean Paul Constant, François Lagrange
Centre d'études de l'emploi	Henri Chaffiotte
Secrétariat d'Etat auprès du Premier Ministre	Guy Matteudi
Ministère du Travail et de la Participation	Wenceslas Baudrillart
Régie nationale des usines Renault	Jacques Baumann

## **LONDON, ENGLAND APRIL 30-MAY 1, 1981**

Canadian Embassy Employment & Immigration	John Land, Counsellor
Department of Employment	Geoffrey Brand Undersecretary for Economic Policy (Manpower) James Jolly, Ken King
National Economic Development Office	Geoffrey Chandler, Director General W. J. Skinner
Engineering Industry Training Board	Alex McClure, Head, Export & Consultancy Services E. Pennant Jones, G.G. Marshall, H.M. Long
Confederation of British Industry	Michael O. Bury, Director of Education, Training and Technology M. Roberts, D. Stanley, D. Werneke
Engineering Employers Federation	Peter M. Ball, Director of Operations N. de Jongh, A. J. Greenstreet, M. A. Hall, S. D. Margolis, J. C. Leeming
Trades Union Congress	Peter Ashby Organization & Industrial Relations Department
Manpower Services Commission	Richard O'Brien, Chairman John Cassels, Graham Reid

**BRUSSELS, BELGIUM MAY 4-5, 1981**

Canadian Ambassador to Belgium	R. M. Tait
Canadian Embassy Employment & Immigration	Jaques Cardin, Counsellor
Commission of European Communities	Leo Crijns, Roland Tautian, George Wedell, Michel Richonniere, David White, Bernard Jansen
Federation of Enterprises of Belgium	Daniel de Norre, Assistant Director
Ministry of Employment & Labour	J. Dequan Director General, Administration & Employment Maurice Andre, Pierre Vandervorst, E. Brunfaut, C. Devos, L. Dedeyn, A. Verlinden

**THE HAGUE, HOLLAND MAY 7-8, 1981**

Canadian Ambassador to Holland	G. H. Blouin
Canadian Embassy Employment & Immigration	J. A. Troy
Government of Holland	Dr. W. Albeda, Minister of Social Affairs W. A. Renardel de Lavalette
Directorate for Labour Market Policies	Dr. P. H. Gommers, Director J. L. Bax, Dr. G. H. Hart
Adult Vocational Training Centre	R. Zweers, Director
Ministry of Education & Sciences	Dr. M. J. Hupkes, Head
Federation of Netherlands Trade Unions	P. H. Hugenholtz
Netherlands Christian Trade Union	G. Cremers
Netherlands Christian Employers Association	Dr. D. E. Cnossen
Association of Netherlands Enterprises	Dr. A. S. J. Van Tuyl
Foundation for Industrial Training	H. Bertelsman, J. Bols, P. Colin

**EINDHOVEN, HOLLAND MAY 8, 1981**

Philips Inc. Industrial Training Centre	Dr. J. G. Van Wijngaarden, Deputy Director of Social Affairs J. van Oers, H. van der Voorn, A. Slaats, T. Kok
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## APPENDIX

**VIII****Conferences****\*CANADIAN CONSTRUCTION ASSOCIATION**

Board of Directors  
Ottawa, Ontario  
July 9, 1980

**\*GLOBAL CONFERENCE ON THE FUTURE**

Toronto, Ontario  
July 22, 1980

**MEETING CANADA'S MANPOWER NEEDS:  
WHOSE RESPONSIBILITY?**

Conference Board of Canada  
Toronto, Ontario  
November 25, 1980

**\*PERSONNEL ASSOCIATION OF**

TORONTO SEMINAR  
Toronto, Ontario  
December 4, 1981

**APPRENTICESHIP BRITISH COLUMBIA FORUM**

Richmond, British Columbia  
January 21, 1981

**\*HUMAN RESOURCE PLANNING**

Canadian Professional Conferences  
Toronto, Ontario  
March 16, 1981

**COLLOQUE LES JEUNES ET LE TRAVAIL**

Montreal, Quebec  
March 16, 1981

\*Denotes address by the Chairman

## APPENDIX

**IX****Tours****ST. JOHN DRYDOCK COMPANY LIMITED**

Saint John, New Brunswick  
October 20, 1980

**GENERAL MOTORS OF CANADA  
TRANSMISSION PLANT**

Windsor, Ontario  
January 19, 1981

**GENERAL MOTORS CANADA DIESEL PLANT**

London, Ontario  
January 20, 1981

**DAVEY SHIPBUILDING COMPANY LIMITED**

Quebec City, Quebec  
February 9, 1981

**SUNCOR INCORPORATED**

Fort McMurray, Alberta  
May 21, 1981

**SYNCRUDE CANADA LIMITED**

Fort McMurray, Alberta  
May 21, 1981



## APPENDIX

**X**

# Private meetings

CANADIAN CONSTRUCTION ASSOCIATION  
Ottawa, Ontario  
July 7, 1980

BRITISH COLUMBIA EMPLOYERS' COUNCIL  
Ottawa, Ontario  
August 26, 1980

PROVINCIAL APPRENTICESHIP BOARD  
Victoria, British Columbia  
October 7, 1981

CANADIAN CHAMBER OF COMMERCE  
Ottawa, Ontario  
December 10, 1980

BUILDING AND CONSTRUCTION  
TRADES DEPARTMENT, AFL-CIO  
Ottawa, Ontario  
April 7, 1981

ALSANDS PROJECT GROUP  
Edmonton, Alberta  
May 20, 1981

YOUTH EMPLOYMENT STRATEGY STUDY,  
METROPOLITAN TORONTO  
Ottawa, Ontario  
June 17, 1981



# A short description of the major employment- related programs offered by Employment and Immigration Canada, 1980-81\*

## **EMPLOYMENT SERVICES**

<b>Service</b>	<b>Objective</b>
Canada Employment Centres	Provision of placement services as well as labour market analysis, client testing and counselling.
On Campus Employment Centres <sup>(1)</sup>	To assist post-secondary students in obtaining full and part-time employment.
Youth Employment Centres <sup>(1)</sup>	To prepare young workers for entry into the labour force, and assist them in finding employment.
Student Employment Centres <sup>(1)</sup>	To provide job placement services to students during the summer months.
Canada Farm Labour Pools	To assist the operation of the agricultural labour market by providing employment services specific to agriculture.
Diagnostic Services	To assist certain types of clients in better understanding their employment-related problems.
Creative Job Search Techniques	To teach individuals how to effectively search for employment.
Aptitude and Interest Testing	To assist individuals in better understanding those occupations which best suit them.
Careers Canada	This is a series of booklets which enable job searchers to familiarize themselves with various occupations.
Careers Provinces	This allows individuals access to information concerning provincial occupational requirements.
Creating a Career	This is a vocational planning course which is now mostly managed by the Department of Supply and Services.
College and University Program Tables <sup>(1)</sup>	This is a chart in matrix form which associates post-secondary educational programs and occupations.

(1) Youth Specific Service.

\*This is an extensive inventory of the major services and programs offered by Employment and Immigration Canada. The sources used in compiling this information are varied and include Employment and Immigration Canada's *Annual Report* (1979-80) and *List of Federal Programs Oriented to Youth Employment* (August 1980) as well as press releases and unpublished data.

## Service

Index to Canadian Occupations

CHOICES—Computerized Heuristic Occupational Information and Career Exploration System

Directory of Employers

Manpower Consultative Service

Canada Manpower Convention  
Employment Service

Affirmative Action Program

CNIB

Canadian Forces Second Career  
Assistance Network

Moving On<sup>(1)</sup>

National Job Bank

Women's Counselling Centres

Outreach

Federal-Provincial Agricultural  
Manpower Agreements

Foreign Seasonal Agricultural Workers Program

Canadian-U.S. Agricultural Exchange Program

## Objective

This index is intended to assist individuals in matching their characteristics with occupational requirements.

This is a new vocational counselling aid which involves the use of a computer.

To assist new university and college graduates in finding employers who demand their skills.

This is a program which provides consultative assistance to employers and employees in dealing with manpower problems and planning.

Provides for an employer-job seeker informational exchange setting during conventions.

This voluntary program is intended to provide assistance to employers who wish to establish equality of opportunity within their firms.

The Commission provides financial contributions toward the provision of employment-related services to the blind.

This is a service provided to assist Canadian Armed Forces personnel enter the non-military labour force upon retirement.

This is a self-directed investigation into the world of work for those between the ages of fifteen and twenty. "Moving On" shares similar features with that of "Creating a Career".

This is a nation-wide computer network designed to match workers with jobs, particularly those related to the highly skilled trades.

This is a pilot project specifically designed to provide assistance to new female labour force entrants as well as those currently active in the labour force. Centres are located in Vancouver, Halifax, Chicoutimi, Toronto, Sudbury, Thunder Bay, Winnipeg and Calgary.

To enhance the employability of those experiencing special difficulties entering or re-entering the labour force.

Under these agreements, the federal and provincial governments share recruiting and housing costs of seasonal agricultural workers.

This program is designed to provide assistance to employers in agriculture who are unable to meet their temporary employment needs through Canadian sources.

Allows for the exchange of experienced agricultural workers between Canada and the U.S. in the event of a labour shortage situation.

## **EMPLOYMENT CREATION**

### **Program**

Student Youth Employment Program<sup>(1)</sup>

Employment Tax Credit Program

Canada Works

Local Employment Assistance Program

Canada Community Development Projects

Canada Community Services Projects

Local Economic Development Assistance

New Technology Employment Program

Program for the Employment of the Disadvantaged

Industry-Labour Adjustment Program

### **Objective**

Provides assistance toward the creation of new jobs for summer students in order to facilitate good work habits, responsibility, initiative and skills. This program replaces the Young Canada Works Program.

To stimulate the creation of new jobs in the private sector through the use of tax rebates.

This program is in its final phase and is designed to create employment and economic benefits in the participating communities.

Provides funding to projects which create long-term employment and work skills for the chronically unemployed.

Provide financial assistance to projects which support affirmative action principles, and provide groups suffering from high unemployment with the necessary skills to secure employment after participating in the project.

Provide jobs for the unemployed while at the same time improve social and cultural services within the community.

This program is offered in conjunction with the Department of Regional Economic Expansion and is designed to assist in the development of local business and employment opportunities in localities experiencing high unemployment.

Provides jobs for post-secondary school graduates who are unable to find work in their area of expertise.

This newly created program is intended to stimulate the hiring of the physically and mentally handicapped in the private sector through the use of wage subsidies.

This joint Employment and Immigration and Industry, Trade & Commerce effort is intended to provide incentives to industries which expand and replace jobs lost in those communities hardest hit as a result of market adjustments (e.g. the auto industry in Windsor).

## EDUCATION AND TRAINING

### Program

Canada Manpower Training Program

### Objective

This program is by far the largest training program offered by Employment and Immigration. There are basically six component programs involved here and each is briefly outlined below.

**Occupational Skill Training** provides an opportunity for those workers who require skill training courses in order to upgrade their level of skill proficiency.

**Basic Training for Skill Development** is a training program which is designed to provide individuals with the required background in order to meet the entry prerequisites of a particular occupation or enroll in a skill training course.

**Job Readiness Training** is intended to assist certain individuals in overcoming special barriers to employment.

**Work Adjustment Training** is designed to assist those who are unemployed as a result of poor work habits, etc.

**Apprenticeship Training** under the Canada Manpower Training Program only includes the classroom component of apprenticeship instruction.

**Language Training** is intended to assist immigrants and migrant Canadians who cannot find employment because they lack fluency in either French or English.

Canada Manpower Industrial Training Program

Provides financial assistance to help cover the costs incurred by employers who train individuals for positions which cannot otherwise be filled.

Training Women in Non-Traditional Occupations

Provides financial assistance to help cover the costs incurred by employers who train women in occupations traditionally dominated by men.

Critical Trade Skills Training

Provides financial assistance to help cover the training and wage costs of employers who train workers in skill-short occupations.

International Exchange Program for Post-Secondary Students<sup>(1)</sup>

Enables Canadian students to experience working and living conditions in other countries. The bulk of this program is handled by the Department of External Affairs.

Native Opportunities Training

Provides financial assistance toward the training of Native men and women in resource development occupations.

Native Internship<sup>(1)</sup>

Provides Native students with employment experience and marketable skills.

Co-operative Education Programs<sup>(1)</sup>

Promote the expansion of educational programs which provide job-related education and on-the-job experience.

International Exchange Program for Young Workers<sup>(1)</sup>

Provides young Canadians with the opportunity to gain work experience in other countries.

## Program

Frontier College

Industry-Government Training Agreements

## Objective

This program provides an opportunity for "special needs" clients who are under-utilized and geographically isolated to upgrade themselves.

These agreements are primarily intended to enhance the training of skilled workers in particular industry-related occupations. Agreements have been signed with the mining, coal, aerospace, shipbuilding, construction and foundry industries.

## MOBILITY

### Program

Canada Manpower Mobility Program

Interprovincial Standards Program

### Objective

There are six types of assistance offered under this program. **Exploratory assistance** provides financial assistance to those who must travel in order to find suitable employment. **Travel assistance to temporary employment** contributes towards those expenses incurred while travelling to a temporary job. **Relocation assistance** (recently revised) contributes towards the moving costs of individuals taking a new job in a different area. Payments differ depending on the individual and characteristics of the labour market he/she is moving from and into. **Special travel assistance** is afforded to those individuals who take advantage of employment services not offered in their home area. **Travel assistance to essential agricultural work** provides assistance to those who accept seasonal agricultural employment outside their home area. Finally, **trainee travel assistance** is provided to those attending Canada Manpower Training Program courses outside their home area.

This program is designed to enhance the mobility of journeymen by standardizing trades certification across the country.



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# XIII

## Abbreviations used in this report and their meaning

A.A.R.N.:	Alberta Association of Registered Nurses
BJRT:	Basic Job Readiness Training
BTSD:	Basic Training for Skill Development
Candidate:	Canadian Interdepartmental Econometric Model
C.C.D.O.:	Canadian Classification and Dictionary of Occupations
CEC:	Canada Employment Centre
CEGEP:	Collège d'Enseignement Général et Professionnel
CEIC:	Canada Employment and Immigration Commission
CETA:	Comprehensive Employment and Training Act
C.H.A.:	Canadian Hospital Association
CHOICES:	Computerized Heuristic Occupational Information and Career Exploration System
CMITP:	Canada Manpower Industrial Training Program
C.N.A.:	Canadian Nurses' Association
COFOR:	Canadian Occupational Forecasting Program
CWP:	Canada Works Program
DREE:	Department of Regional Economic Expansion
FOIL:	Forward Occupational Imbalance Listing
GATT:	General Agreement on Tariffs and Trade
G.N.P.:	Gross National Product
LEAP:	Local Employment Assistance Program
LIP:	Local Initiatives Projects
M.A.R.N.:	Manitoba Association of Registered Nurses
N.B.A.R.N.:	New Brunswick Association of Registered Nurses
NES:	National Employment Service
N.N.U.:	Newfoundland Nurses' Union
N.S.N.U.:	Nova Scotia Nurses' Union

<b>OFY:</b>	Opportunities For Youth
<b>RHOSP:</b>	Registered Home Ownership Savings Plan
<b>R.N.A.N.S.:</b>	Registered Nurses' Association of Nova Scotia
<b>RRSP:</b>	Registered Retirement Savings Plan
<b>TASK FORCE:</b>	The Special Committee on Employment Opportunities for the '80s
<b>TIP:</b>	Training Improvement Program
<b>UIC:</b>	Unemployment Insurance Commission
<b>YCWP:</b>	Young Canada Works Program



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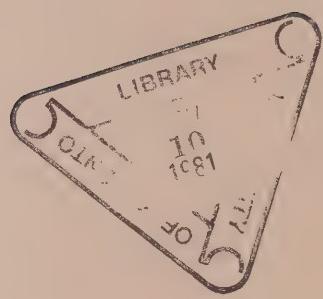
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